DOCUMENT RESUME

ED 135 049 EA 009 119

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TITLE Primary School Inspection in Nigeria. The Organisation and Staffing of the Primary School Inspectorate: Case Studies - 2. IIEP Research Report: 12.
INSTITUTION United Nations Educational, Scientific, and Cultural Organization, Paris (France). International Inst. for Educational Planning.
PUB DATE 75
NOTE 155p.
AVAILABLE FROM IIEP Publications, 7-9 rue Eugene-Delacroix, 75016 Paris, France (6.00 francs)

EDRS PRICE MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS Administrator Role; *Agency Role; Case Studies; *Developing Nations; *Educational Administration; Educational Policy; *Elementary Education; *Inspection; Program Descriptions; Tables (Data)
IDENTIFIERS *Nigeria

ABSTRACT

This study of primary school inspection in Nigeria was carried out in May and June 1973. Questionnaires on the organization, staffing, and duties of the primary inspectorate were sent in advance to the Chief Inspectors of Education in five of Nigeria's 12 states. Information gathered through these questionnaires, supplemented by personal discussions, provides most of the descriptive material for the paper. The first part of the paper begins with a brief discussion of the role of the inspectorate in the development and maintenance of educational standards and suggests factors that need to be considered in assessing the effectiveness of the Inspectorate's contribution. The second part consists of a descriptive account and analysis of the primary inspection system in each of the five states visited as it relates to the current educational situation in those states. The third part collates the main conclusions drawn from the individual state studies and offers suggestions for future development in light of the general principles discussed in the first part. (Author/JG)

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IIEP research report: (12)

# PRIMARY SCHOOL INSPECTION IN NIGERIA

Mervyn W. Pritchard

The organisation and staffing of the primary school inspectorate: case studies - 2

INTERNATIONAL INSTITUTE
FOR EDUCATIONAL PLANNING
(established by Unesco)
7-9, rue Eugène-Delacroix, 75016 Paris

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## PREFACE

1. This study of primary school inspection in Nigeria was carried out in May and June 1973. In the time available it was not possible to visit more than five of the twelve States of the Federation, in addition to the Federal Ministry - those selected, in consultation with the Chief Federal Inspector, being North-Central, East-Central, Western, Mid-Western and Lagos States. Questionnaires on the organisation, staffing and duties of the Primary Inspectorate were sent in advance to the Chief Inspectors of Education in each of these States, and the information thereby provided, supplemented by discussions on the spot, constitutes most of the descriptive background of this paper. The Consultant is much indebted for the help he received in this respect. He is also grateful to the many individuals he met in the course of his visits to the States and to the Federal Ministry, whether Inspectors, administrators or teachers, for their readiness to express their opinions on various aspects of primary inspection and for the opportunities provided to visit primary schools, teachers' courses and Zonal and Area Inspectorate Offices. The conclusions drawn from all these discussions and visits, as well as any errors of fact, are the Consultant's sole responsibility.

2. This paper falls into three main parts. It begins with a brief consideration of the role of an Inspectorate in contributing to the maintenance and development of educational standards in the schools and suggests certain factors which need to be taken into account in assessing the effectiveness of that contribution. The second part consists of an account and analysis of the system of primary inspection in each of the five States visited, related to the structure of

educational administration and to the current situation of primary education in those States. A short account is also given of the recent establishment of a Federal Inspectorate in Nigeria. The third part collates the main conclusions drawn from the individual State studies and offers certain suggestions for future development in the light of the general principles discussed in the Introduction.

## INTRODUCTION

1. To revisit Nigeria after an interval of some thirteen years, which was the Consultant's experience, was to realise the advances made on so many fronts in education in that period and the successes achieved. It was also to appreciate the tasks that lie ahead, particularly in extending the opportunity and right of a basic education for an ever-growing child population, of equalising such opportunities between the States and also of ensuring that such an education meets the needs of the children and matches the social and economic objectives of the country. In other words, that the demands of quantity should not be in conflict with those of quality. The purpose of this visit was to make some study of the system of primary school inspection in various States of the Federation. It is assumed that any such system exists not only to safeguard standards in the schools, but to make a positive and constructive contribution to improving these standards and to promoting change which is in the interests of the children. It has a developmental as well as a conservative element.

2. Each of the twelve States of Nigeria has its own corps of Inspectors, headed by a Chief Inspector of Education, based in the State Ministry of Education. At the time of this visit there was coming into being a Federal Inspectorate, which, in the first instance, is designed to assist the States in the inspection of post-primary education. The provision of twelve separate Primary Inspectorates, adequate in numbers and in qualifications to give the help to the Ministries and to the schools that is expected of them, makes heavy demands on limited resources of manpower and finance. Such demands are justified if the services of the Inspectorate are fully harnessed to the task of

improving the quality of education in the schools and if the Inspectors themselves are men and women whose professional advice and help command respect from teachers, administrators and the public at large. There must be enough Inspectors, they must be people of the right quality and their duties should be professional rather than administrative.

3. Much has been said and written about the role of an Inspector. This is conditioned in no small degree by the administrative structure of the educational system, the degree of centralisation or decentralisation of authority, the measure of autonomy allowed to the individual school and its staff in matters of curriculum, teaching methods and choice of books and the level of training and professional capability of the teachers. There is considerable divergence of function from country to country, and there is, perhaps inevitably, some ambiguity or conflict of role. Basically, it may be said that the Inspector's functions fall into three main categories; those of administration and management, those of assessment or evaluation, and those of advice, guidance and training. They interlock, but the relative emphasis placed on each varies in time and place. A study of the history of inspection reveals the importance attached to the first two of these main functions: the Inspector seen as a figure of authority, the guardian or 'watchdog' of educational standards in the public interest, concerned with keeping schools and teachers up to the mark, and inspection viewed mainly as a judicial exercise. This image is fading in Nigeria, as in other countries, though some may think it is taking an unconscionably long time, and being replaced by that of the Inspector, called perhaps by another name, whose role emphasises particularly his function of giving constructive advice and support to the schools and teachers and

contributing to development. The changing relationship of Inspector and teacher parallels the changing relationship of teacher and pupil in the primary school, with the teacher no longer assuming an omniscient, didactic role, but one of assisting the child to learn by providing opportunities for observation, experiment and discovery.

4. The changing role of the Inspector implies that his duties extend far beyond those of inspecting and reporting on schools. In particular, he has an important responsibility in the in-service training and retraining of teachers, through courses and by other activities. The expansion of primary education in Nigeria and the introduction of new curricula underline the importance of the training function of the Inspectorate, and the Consultant's visits to different States afforded some opportunity of observing how this function was being performed.

5. The value of any system of inspection depends in no small measure on the working relationship and cooperation between the Inspectorate and other agencies within the educational system. Particular importance attaches to the cooperation between Primary Inspectors and the staff of primary teacher training colleges. They have complementary roles to play in the training of teachers, but sometimes have an imperfect understanding and appreciation of each other's work and how it is being carried out. Inspectors, too, should be in close contact with those responsible for producing new curricula for schools, which they are expected to help in implementing and evaluating. To do this effectively and to be able to interpret new ideas and methods and not merely to ensure that teachers are faithfully following a teacher's handbook or guide, they themselves must be sufficiently well trained in the principles and processes of curriculum reform and be able to keep abreast of educational thinking. In short, the Inspectorate, if

its advice and help to the schools is to be productive, cannot operate in isolation from the other agencies of change and development within the system. Also the organisation of the Inspectorate body itself must allow for professional contact between its different members and branches through conferences and an efficient system of internal communication.

6. The conditions under which Inspectors work, has a considerable bearing on the efficiency with which they carry out the duties expected of them. If they lack adequate facilities for transport, programmes of inspection cannot be satisfactorily carried out and the schools are not visited as frequently as is desirable. They are similarly handicapped if office accommodation and facilities are poor and they find difficulty in getting reports typed and duplicated and in dealing with correspondence or preparing materials for courses. The Inspector should be in the schools more than in his office, but he should be able to deal with office work expeditiously and efficiently.

7. There are, therefore, a number of factors to be taken into account in studying any system of inspection and attempting to make some assessment of its effectiveness in maintaining and improving the standard and quality of education in the schools. Among the most important of these factors are:

(a) The staffing of the Inspectorate in relation to the number of schools and teachers they are expected to visit.

(b) The academic and professional background and training of the Inspectors themselves and the degree to which they are enabled to keep abreast of current educational thinking and practice.

(c) The degree to which their professional functions are emphasised, and they are relieved of routine administrative tasks.

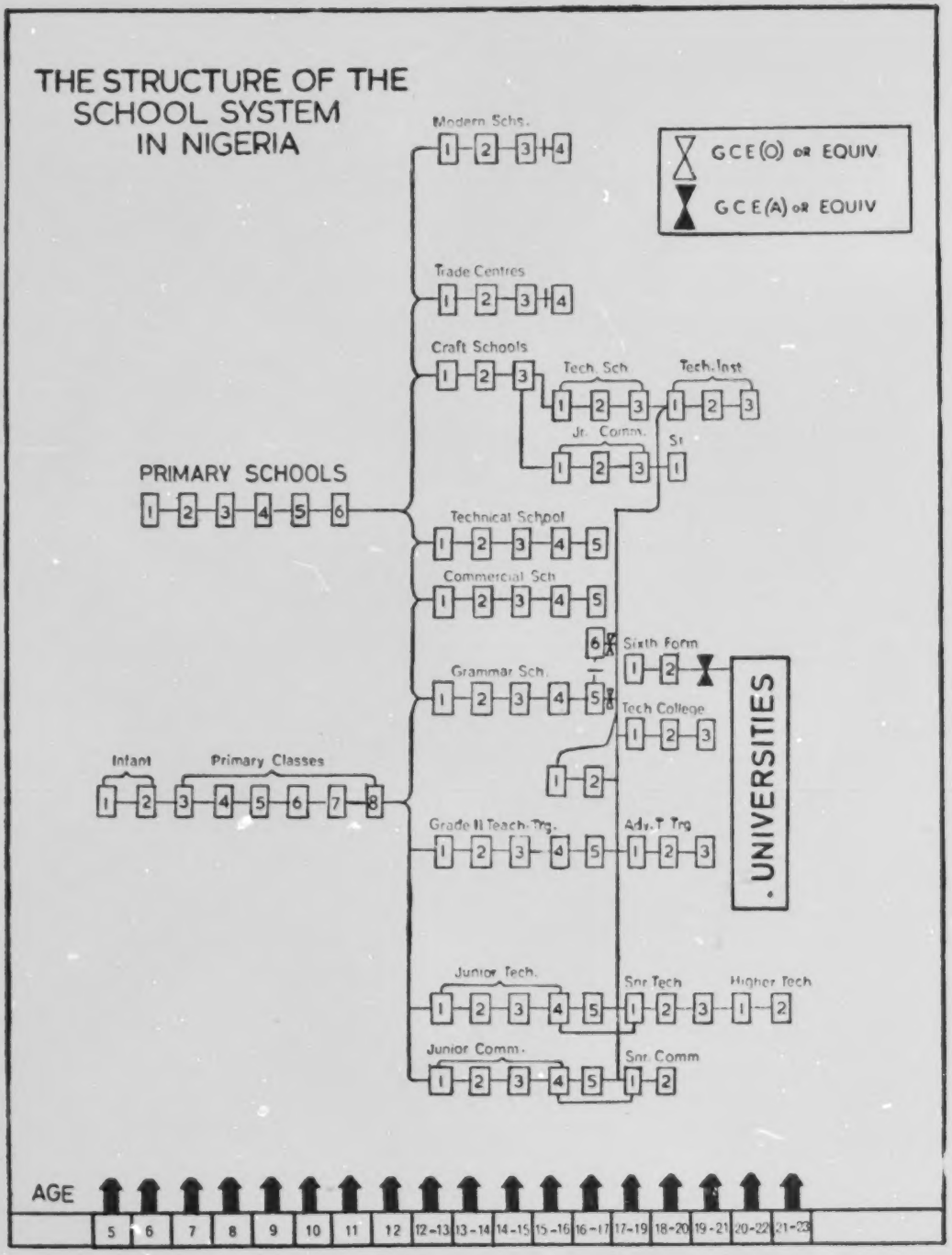
(d) The working relationships between the Inspectorate and the teacher training colleges, curriculum development units and other agencies within the educational system.

(e) The organisation of the Inspectorate body itself, the way in which strategies of inspection are planned and controlled, and the opportunities provided for professional contact and communication.

(f) The conditions under which Inspectors work, particularly the facilities available to them for transport and for office work.

The influence which an Inspectorate can exert is also determined by the conditions in the schools - whether teachers and pupils work in an environment which is conducive to good teaching and learning with the necessary books and instructional materials, and whether the teachers themselves are well trained and have a sense of commitment to their profession. It is also determined by the support for education given by the local community and the parents. It is intended, in this paper to consider to what extent these factors can be said to be positive in each of the five states visited.

Diagram 1


THE STRUCTURE OF THE SCHOOL SYSTEM IN NIGERIA
Modern Schs.
GCE(O) OR EQUIV
GCE(A) OR EQUIV
Trade Centres
Craft Schools
Tech. Sch
Tech. Inst
Jr. Comm.
Sr
PRIMARY SCHOOLS
Technical School
Commercial Sch
Sixth Form
Grammar Sch.
Tech College
UNIVERSITIES
Infant
Primary Classes
Grade II Teach. Trg.
Adv. T Trg
Junior Tech.
Snr Tech
Higher Tech
Junior Comm.
Snr Comm
AGE
5
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12-13
13-14
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15-16
16-17
17-19
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21-23

Map 1

NORTH-CENTRAL STATE

SECTION I. PRIMARY EDUCATION

Administration

8. North-Central State is divided into the two Provinces of Katsina and Zaria, together with the capital territory of Kaduna, and into ten Administrative Areas. The administration of education, derived from the English pattern, is carried out through a partnership of the Ministry of Education and five local Education Authorities, which cover the ten Administrative Areas. The Ministry of Education in Kaduna, headed by a Commissioner for Education, is responsible for the formulation and direction of educational policies and plans for

the inspection of all schools and colleges, and for making capital and recurrent grants in aid to the Local Education Authorities which control the great majority of the primary schools and are responsible for their day-to-day management. Each Local Education Authority has its Education Committee, composed of members of the Local Authority Council, teachers' representatives and lay members interested in education. The principal executive officer of the Authority is the Chief Education Officer, an employee of the Authority and subordinate in rank to the Area Inspector, who is the Senior representative of the Ministry in the Authority's area.

9. In 1971(1), of the 642 primary schools in the State, 616 were controlled by the Local Education Authorities, and the remainder by Voluntary Agencies. Some 354 of this total number are grant-aided by Government, having satisfied the Ministry, after inspection, that they had reached the requisite educational standards. The Ministry sets the primary school enrolment targets for each Local Education Authority. It contributes 65 per cent of capital costs of school building, which are said to vary a good deal from area to area, and the L.E.A. is expected to provide the rest. It has also recently made a grant for maintenance of buildings. The estimated annual recurrent cost of educating a primary school pupil is ₦ 28(2). The Ministry

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(1) Source: 'Classes, Enrolments and Teachers in Schools and Colleges of North-Central State', Planning Division, Ministry of Education, North-Central State, Kaduna (The other statistics quoted in this Section are taken from this document.).

(2) ₦ = Naira. One Naira is the equivalent of 10 shillings in the former Nigerian currency and, in December 1973 was equal to US$0.6578.

provided ₦ 16 of this sum in the case of pupils in grant-aided schools, having recently raised the figure from ₦ 12. It has also recently decided to make an annual grant of ₦ 8 in respect of each pupil in unaided schools. The remainder is made up by school fees, which vary from ₦ 2 to ₦ 6 per annum according to the class the pupil has reached, and by contributions from the Local Education Authority. The Ministry, therefore, is constantly increasing its financial aid to the Authorities in its endeavour to provide a primary education for an increasing number and proportion of children in the State, in accordance with national policy for primary school expansion. The Local Education Authorities, however, were said to be experiencing a good deal of difficulty in meeting their share of the capital and recurrent costs involved.

Primary Enrolment

10. Between 1968 and 1971 the enrolment in the primary schools increased at an annual average rate of nearly 17 per cent to a total of 134,092. In this total boys outnumber girls by about two to one, but the proportion of girls has been increasing rather faster than that of the boys in the last two years. This overall increase is a very substantial achievement, though North-Central State in common with other Northern States has still a long road to travel to reach the ultimate goal of providing formal education every child of school-going age to at least primary school level. According to a feasibility study being conducted by Unesco, Lagos in preparation for the introduction of the scheme for universal primary education in 1976, it was estimated that in 1971 18.2 per cent of the relevant age-group (6-12) in this State were attending primary schools and this was projected to increase

to 29.9 per cent in 1976. The Chief Inspector of Education of the Ministry estimated the percentage in 1973 to be about 25 per cent but pointed out the wide variations in different parts of the State, ranging from over 50 per cent in the capital, Kaduna, to 10 per cent in some of the rural areas, for example in Katsina Province.

11. In 1971 the average number of pupils in a primary school in the State was 207; the average number of pupils in a class was 37 and the teacher/pupil ratio was 1:35. Until this year the primary course extended for seven years, from the age of about six to thirteen. It has now been reduced to a course of six years, in common with all other States of Nigeria. Also in the whole country the school year in 1973 is changing from the calendar year to an academic year extending from September to July. Thus the current year is compressed into only two terms, from January to July.

Teachers and Teacher Training

12. In 1971 there were 3,885 teachers in the primary schools of the State, of whom only 719 (18.7 per cent) were women. Their teaching qualifications were as follows (by percentages):

| | | % |
|---|---|---|
| Grade I | - | 1 |
| Grade II | - | 55 |
| Grade III | - | 15 |
| Arabist/Religious | - | 9 |
| Untrained | - | 20 |

Throughout Nigeria the course for a Grade III Teachers' Certificate has now been abolished and a Grade II Certificate is regarded as the minimum satisfactory qualification for teaching in a primary school. Hitherto the Grade II Certificate has been awarded to students after

a five-year course in a teacher training college for those who have completed the seven-year primary course and gained the Primary School Leaving Certificate, or after a two-year course for holders of a Grade III Certificate. The above percentages show that in 1971 some 46 per cent of the teachers in the primary schools did not possess a Grade II Certificate. Comprehensive measures are being taken to remedy this situation, and to implement the national policy of improving the academic background and professional training of primary teachers by raising the standard of entry to the colleges, by providing upgrading courses for those with only a Grade III Certificate and by special courses designed to eliminate the untrained and uncertificated teachers.

13. From September 1973 the training colleges will begin to admit, instead of Primary leavers, mainly Secondary Form 2 leavers who have followed a two-year 'comprehensive course' in the secondary schools and who will be selected on the basis of their school record and by aptitude tests for teacher training. They will take a three-year course leading to the Grade II Certificate. In the 'change-over period', spare accommodation in the colleges will be used for Grade III teachers who will follow a two year course to Grade II. Eventually, it is hoped that the majority of students entering the colleges will possess a West African School Certificate, gained after a full five-year secondary school course.

14. The Institute of Education, Ahmadu Bello University, Zaria, administers for the Ministry a Teachers' In-Service Education Programme (TISEP) for two categories of teacher, the uncertificated and the untrained. The former category, which consists of teachers who followed a course of training but did not gain a Grade III Certificate, take a correspondence

course with tutors drawn from the teacher training colleges and secondary schools, and during school holidays attend courses run by these tutors, the content of which is academic rather than pedagogical. These courses enable them to take the Grade II Certificate examination. The second category, consisting of those who have never been to a training college, follow vacation courses in the training colleges which are arranged by the Institute and take an examination set by the Institute. If successful, they qualify for an 'Honorary Certificate' awarded by the Ministry.

15. There are 14 teacher training colleges in the State, eight of which are directly controlled by Government while the other six are run by Voluntary Agencies. Four of these colleges are exclusively for women, and the rest, with the exception of one with a few women students, are for men. In 1971 the total enrolment in all these colleges was 3,424 (2,453 men, 971 women), the average number of students per college being 245. In 1971 the entry to the colleges showed an increase of 342 over the previous year, mainly due to the opening of two additional Emergency Colleges - a measure of the steps being taken to increase the output of trained teachers to match the expanding primary school enrolment. The number of students in their first year of the five-year course was 1,099; the number in their final year was 442. About 80 per cent of the students in the colleges were of North-Central State origin.

16. The qualifications of the staff of the training colleges, by percentages, were as follows:

| | | % |
|---|---|---|
| (i) | Graduates (with or without teaching qualification | 59 |
| (ii) | Nigerian Certificate in Education or equivalent | 18 |
| (iii) | Grade I | 3 |
| (iv) | Grade II | 6 |
| (v) | Other qualifications | 14 |

Nigerians constituted 65 per cent of the total staff but only 26 per cent of the graduate staff, the largest proportion of whom are Indians or Pakistanis.

Primary School Curriculum Development

17. The main source of primary curriculum development in the six Northern States is the Division of Primary Education of the Institute of Education, Ahmadu Bello University, Zaria staffed under a Unesco/Unicef Project. The staff of this Division, headed by a Nigerian, himself a former Provincial Inspector, is responsible for devising new syllabuses and the writing of teachers' and pupils' books and the production of curriculum materials in English, Hausa, mathematics, science, social studies and creative activities. The Division also runs a one-year course in lower primary methods of teaching and learning, related to the new curriculum, for training college lecturers, inspectors and teachers, as well as a one-year course in Educational Administration for officers of the Local Education Authorities. Originally 66 primary schools were selected in the six Northern States as pilot schools for introducing the new curriculum into Class I. Twelve of these schools are in North-Central State, and they are grouped round two Centres based in training colleges. In the next academic year the number of pilot schools is to be increased to 42 in the State and the number of Centres increased to 5. Attached to each Centre is a 'Mobile Teacher

Trainer' (M.T.T.) who is responsible for intensive guidance of the teachers in five or six pilot schools who are following the new curriculum and for evaluating its progress.

18. At the time of this study the new curriculum had reached Class II in the pilot schools and the materials for Class III had been prepared. The Consultant was able to visit two of these pilot schools in Katsina, one Hausa-medium and one English-medium, in the company of the young and enthusiastic Nigerian Mobile Teacher Trainer responsible for the group, and an Assistant Inspector. There was a striking difference between the activity and group methods being used in the lower classes of these schools and the traditional class teaching through textbook and blackboard found in the upper classes of these schools and in other non-pilot schools visited in the State. Equally striking was the difference between the environment in the classrooms, arranged informally to promote individual and group activities and well stocked with learning materials of all kinds for the younger children, and the usual rows of desks with the minimum of equipment to be found in most of the schools. The teachers, who were clearly getting a good deal of help from the M.T.T., expressed their preference for the new approach but admitted that they had to spend much more time in preparing their lessons.

19. The Mobile Teacher Trainers are drawn mainly from the staff of teacher training colleges, Nigerian or expatriate, from members of the Voluntary Services Overseas Organisation (from Britain) and from experienced Assistant Inspectors selected by the Ministries, though there are relatively few of the latter. Many of them have attended the one-year course in lower primary methods at the Institute in Zaria, referred to above, before taking up their duties in the group of pilot

schools assigned to them. The process of evaluation of the new curriculum has hitherto been 'informal' rather than 'scientific and systematic' in the words of the Director of the programme. The M.T.T. staff are expected to assist in this process; evaluation questionnaires are sent to the pilot schools, and the staff of the Institute move round to the different centres when they can to observe the work of the M.T.T.s and to check on the progress being made. It was hoped, however, to appoint to the staff of the Institute a professional evaluator to develop this work.

20. The indications are that it is a very worthwhile development, which is proceeding cautiously and which is very 'labour intensive' in the supervision provided, with one M.T.T. for about six schools. At present it involves very few members of the Primary Inspectorate. Its extension, when the trials are completed, to a much larger number of schools and teachers, will entail a considerable expenditure on books and curriculum materials, and a massive in-service training programme for teachers, teacher trainers and inspectors if it is to be successfully implemented.

21. In the Inspectorate Division of the Ministry there is an Education Officer with special responsibility for curriculum development, research and guidance and counselling. He is expected to coordinate and service the various Curriculum Development Committees that have been established, chiefly on the post-primary side, and to work in close association with the heads of the various sections in the Ministry (Primary, Secondary and Teacher Training) and the Staff Inspectors, who are responsible for advising on curriculum and the preparation and revision of syllabuses and for recommending textbooks to be used in the schools. The main liaison with the Unesco/Unicef programme and

the Institute of Education in Zaria is described above, is maintained by an Education Officer (In-Service) in the Educational Planning and Administration Division of the Ministry, in consultation with the Chief Education Officer for Teacher Training. He is also responsible for all arrangements for in-service and refresher courses for teachers and cooperating with the Institute of Education in the TISEP programme, described in paragraph 14 above.

22. The impression left of primary education in the State after a relatively brief visit is of steady progress on several fronts and of many obstacles still to be overcome. The number of pupils enrolled in the schools has been increasing at an annual rate of about 17 per cent in recent years; the percentage of children of the relevant age-group in school is correspondingly increasing, though there are wide differences between the urban and rural areas. The continued expansion puts a severe strain on the resources of the Local Education Authorities but the Ministry has recently increased its capital and recurrent grants, and provided some assistance for pupils in schools which hitherto were totally unaided (in 1971 about 45 per cent of the total number). To quote from the 1973 report of one Chief Education Officer, "The recent increase ... will serve as a great impetus to the L.E.A. and will enable it to improve the quality and quantity of equipment, whose scarcity has affected children's work very adversely". To judge from most of the schools seen, equipment is still in very short supply, and though many new classrooms have been built there are many which need renovation and better furnishing. There are still many teachers in the schools whose academic background and professional training are inadequate to the task of developing to

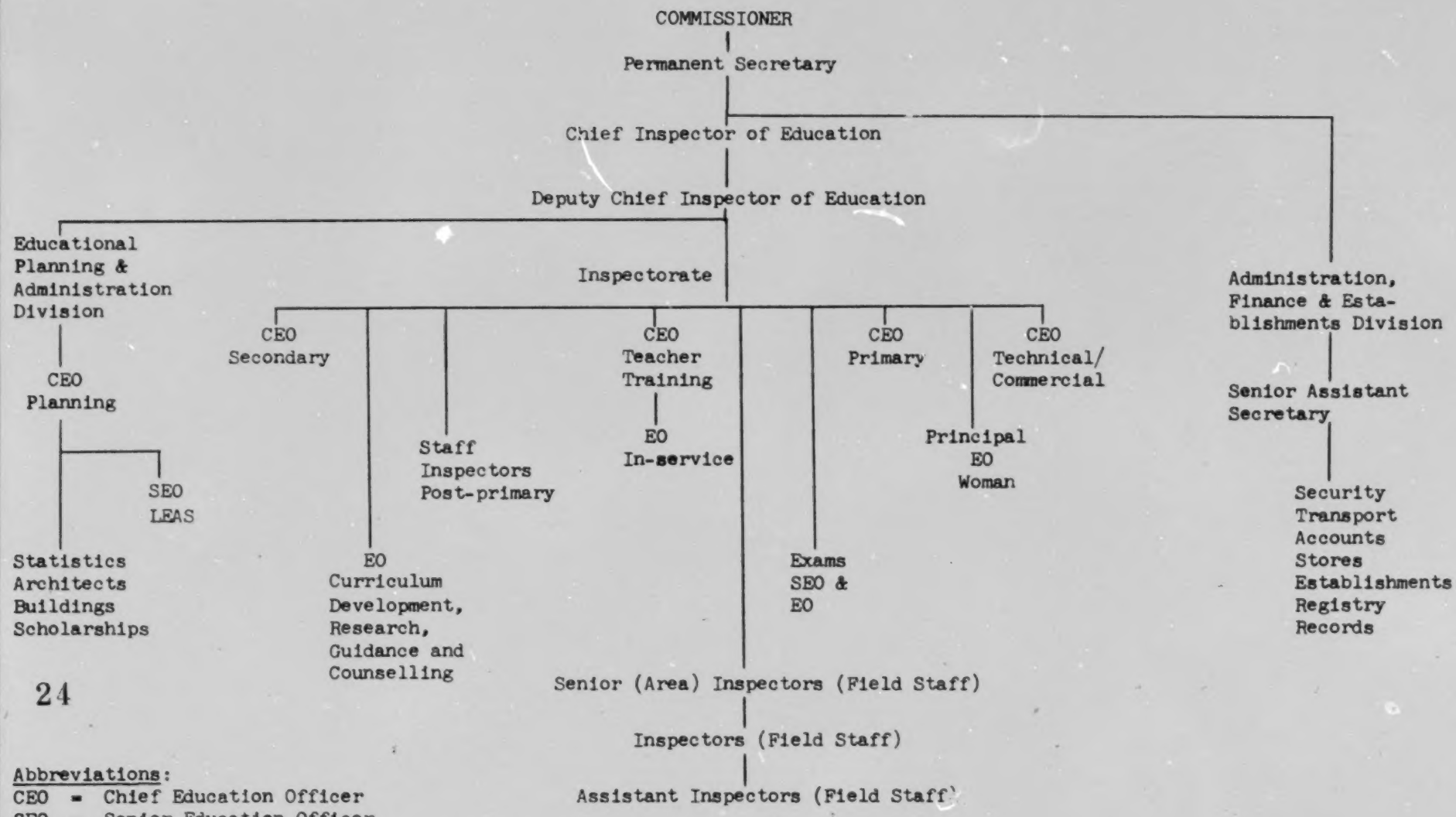
the full the potential of their pupils. But comprehensive measures for upgrading of those poorly qualified and training the untrained have been undertaken, with the assistance of the University Institute of Education, and the students entering the primary teacher training colleges are likely to be much better equipped academically in the coming years. Much still needs to be done to provide a curriculum and teaching approach in the primary schools which is relevant to the needs of the pupils and involves them more actively in their own learning. The Unicef programme based on the University Institute of Education, admirable in its nature, thus far covers only the lower classes of relatively few schools and as suggested its expansion will involve a considerable outlay of money for books and equipment and for the retraining of teachers and supervisory staff. Indeed, the whole qualitative development of primary education will call for the mobilisation of all material and manpower resources. One of these resources is the Primary Inspectorate, and the next section considers its organisation, staffing and activities in the light of the contribution it is expected to make to this development.

## SECTION II. THE PRIMARY INSPECTORATE

### Organisation

23. Chart 1 on page 20 shows the structure of the Inspectorate Division in the Ministry of Education and its relationship to the other two Divisions of the Ministry, particularly that of Educational Planning and Administration, with which it is closely linked under the Chief Inspector of Education and his Deputy. This structure ensures that in the processes of planning and the taking of policy and administrative decisions affecting the development of education in the State the Inspectorate's advice on the qualitative aspects of that development

Chart 1. Organigramme of the Ministry of Education, North-Central State, Nigeria




Abbreviations:
CEO = Chief Education Officer
SEO = Senior Education Officer
EO = Education Officer
LEAS = Local Education Authorities

is taken fully into account. In practice, however, it does appear to involve the heads of the Inspectorate, under the Chief Inspector - the four Chief Education Officers responsible respectively for primary, secondary and technical education and for teacher training - in a great deal of day-to-day administration, and they have correspondingly less time to give to supervising and guiding the work of the Inspectorate in the field and to keeping in close touch with the work of the schools and colleges. This point is elaborated in discussing the duties of the Chief Education Officer (Primary) in paragraphs 36 and 37 below.

24. In the field the Senior Officers of the Ministry are the Area Inspectors, of whom there are three in the State, responsible for the Provinces of Zaria and Katsina and the capital, Kaduna, each of which constitutes a Local Education Authority (see paragraph 8). In the other two L.E.A.s of Jema'a and Daura there are, respectively, in charge an Inspector of Education and an Assistant Inspector, the latter under the supervision of the Area Inspector for Katsina. The Assistant Inspectors, who are responsible for the inspection of the primary schools, are located in the ten administrative areas of the State and their work is supervised and coordinated by the Area Inspectors.

Staffing of the Primary Inspectorate

25. Table 1 shows the staffing position of the field Inspectorate at the time of the Consultant's visit in relation to the number of primary schools and teachers (1971 figures) in the ten administrative areas of the State. Out of an authorized establishment of 38 Assistant Inspectors only 16 (42 per cent) were in post. With that number the average assignment for an Assistant Inspector was 40 primary schools and 241 teachers. The two extremes were the Funtua area with one Inspector for 73 schools and 304 teachers and the Birnin Gwari area with one for 7 schools and 32 teachers.

Table 1. Staffing of the Inspectorate by Administrative Area and Province related to the number of Primary Schools and Teachers(1)

| Administrative Area and Province | Inspector Establishment | Inspectors in Post | No. of Primary Schools (1971) | No. of Primary Teachers (1971) | Primary Schools per A.I.E. | Primary Teachers per A.I.E. |
|---|---|---|---|---|---|---|
| Daura (L.E.A.) | 2 A.I.E. | 1 A.I.E. | 32 | 147 | 32 | 147 |
| Dutsin Ma | 2 A.I.E. | 1 A.I.E. | 67 | 258 | 67 | 258 |
| Funtua | 4 A.I.E. | 1 A.I.E. | 73 | 304 | 73 | 304 |
| Katsina (L.E.A.) | 1 S.I.E. (Area)<br>1 E.O. (Admin.) | 1 S.I.E.<br>1 E.O. | 95 | 484 | 32 | 161 |
| Katsina Provincial H.Q. | 1 I.E.<br>6 A.I.E. | -<br>3 A.I.E. | | | | |
| Joma'a (L.E.A.) | 1 I.E.<br>5 A.I.E. | 1 I.E.<br>2 A.I.E. | 78 | 588 | 39 | 294 |
| Kachia | 6 A.I.E. | 2 A.I.E. | 114 | 679 | 57 | 340 |
| Birnin Gwari | 1 A.I.E. | 1 A.I.E. | 7 | 32 | 7 | 32 |
| Saminaka | 1 A.I.E. | 1 A.I.E. | 26 | 120 | 26 | 120 |
| Zaria (L.E.A.) | 1 S.I.E. (Area)<br>1 E.O (Admin.) | 1 S.I.E.<br>1 E.O. | 104 | 609 | 52 | 304 |
| Zaria Provincial H.Q. | 1 I.E.<br>6 A.I.E. | -<br>2 A.I.E. | | | | |
| Kaduna Capital Territory | 1 S.I.E. (Area)<br>5 A.I.E. | 1 S.I.E.<br>2 A.I.E. | 46 | 634 | 23 | 317 |
| North-Central State | 3 S.I.E. (Area)<br>3 I.E.<br>2 E.O. (Admin.)<br>38 A.I.E. | 3 S.I.E.<br>2 I.E.<br>2 E.O.<br>16 A.I.E. | 642 | 3 855 | 40 | 241 |

(1) The figures for the number of Primary Schools and Teachers are taken from the 1971 Statistics (op.cit.). The 1973 assignments of the A.I.E.s in post will in fact be higher than shown because of increases in the number of schools and teachers since 1971.

S.I.E. = Senior Inspector of Education (Area)
I.E. = Inspector of Education
E.O. = Education Officer (Administration)
A.I.E. = Assistant Inspector of Education (Primary)

26. This shortfall in the number of Assistant Inspectors in post is serious. If all the authorized posts were filled, there would on average be one Inspector for about 17 schools and 100 teachers, on 1971 figures for the latter. In the existing situation of primary education, which is likely to continue for many years, a ratio of inspectors to teachers and schools of this order is essential if the schools are to be visited and inspected regularly and if the teachers, many of whom are still underqualified, are to be given the professional help and advice they need, both through school visits and through in-service training. It was stated by the heads of the Inspectorate that if the Primary Inspectorate were fully staffed, each school should be visited at least once a term and a full inspection conducted once in three years. It was, regrettably, impossible to obtain either in the Ministry or in the Area Inspectors' offices firm and up-to-date figures of the number of inspection-visits actually being made to the schools; but it was stated that the above frequency of school-visits was not being maintained because there were too few Assistant Inspectors in post and also because of transport problems.

Recruitment and Training

27. The chief problem is that of the instability of the Primary Inspectorate. The academic and professional qualifications required of an Assistant Inspector are the Nigerian Certificate in Education plus a Grade II Teachers' Certificate, that is a 5-year teacher-training course after primary education, followed by a 3-year course (for the N.C.E.) at an Advanced Teacher Training College. A minimum of three or four years' teaching experience in a primary school is required. In the civil service grade he is appointed as an Assistant Education Officer Grade 2, and after a period of satisfactory service may

be promoted to Assistant Education Officer Grade 1. The Assistant Education Officer grades also cover teachers in the lower forms of secondary schools and Lecturers in Primary Teacher Training Colleges, and there is some interchangeability of posts, particularly between Assistant Inspectors and Lecturers in the Training Colleges. To move from the Assistant Education Officer to the Education Officer grade requires the successful completion of a university degree course. The Assistant Inspector therefore cannot usually rise to the post of Inspector of Education and to the more senior ranks of the service without going to a university and obtaining a degree, though there have been exceptional cases of such promotion in the case of non-graduates.

28. The pull of a university course in the Northern States of Nigeria is very strong, as the possession of a university degree is a passport not only to the higher ranks of the civil service and of teaching but to other posts of responsibility in administration, commerce and industry. The younger Assistant Education Officer or Assistant Inspector therefore, with the requisite entry qualifications of N.C.E. and Advanced Levels in G.C.E. is anxious to secure a place in the university as soon as he can. The result is that many of those appointed as Assistant Inspectors stay only a short time in the service before entering the university. For example, in June 1972 19 Assistant Inspectors had been appointed to fill the establishment in Zaria Province. In September 1972, 11 of these left for further studies, mostly to Ahmadu Bello University, leaving only 8 in post. The criticism was also made by some Senior Inspectors that many of the younger Assistant Inspectors lacked the maturity and experience essential to their task of evaluating the work of the schools and giving practical help to the teachers.

29. A solution being considered in the Ministry to this problem of instability is to recruit, not young N.C.E. holders, but experienced headmasters from the primary schools with a Grade II Certificate and to give them a specially-designed one-year course in primary education and inspection at the university before taking up appointment as Assistant Education Officers Grade 2. They would be expected to serve a minimum of three years as Inspectors. It was thought by many that such a pattern of recruitment would give the Primary Inspectorate the continuity it badly needs as well as providing a career incentive to the deserving primary school head.

30. This proposal has much to commend it, provided that every care is taken by senior members of the Inspectorate and Chief Education Officers to identify and select heads who are ready and able to absorb new ideas about primary education related to current reforms of the curriculum and whose personality and abilities are likely to command respect from the Grade II heads and teachers whom they will be inspecting and advising. Much too will depend on the nature of the course provided at the University Institute of Education. This Institute has already run courses for Primary Inspectors (see paragraph 32 below), and at the time of this visit had recently prepared a new handbook of Inspectors to replace the one in use since 1962, designed for Northern Nigeria.

31. The future stability and efficiency of the Primary Inspectorate therefore depends on recruiting able and experienced teachers from the primary schools and providing a substantial course of training for them before they take up appointments. It also depends on providing a career for the Primary Inspector which offers opportunities for professional advancement. It is understood that the Ahmadu Bello

University is planning a Bachelor of Education Course in Primary Education. This might well open up the possibility of providing a source of recruitment to the Primary Inspectorate as well as to the staff of the Training Colleges. It might also make it possible for the serving Inspector to take such a degree by correspondence and attendance at vacation courses. A Primary Inspectorate composed both of graduates and of non-graduates would be likely to make a stronger contribution than one which was wholly non-graduate. Consideration also might be given to the appointment of well-qualified subject-advisers to the Primary Inspectorate to assist their colleagues in the general work of inspection and particularly in the conduct of in-service courses for teachers in their subject fields.

32. At present Inspectors on appointment attend a short induction course of about a week, arranged by the Area Inspector, with assistance from the officers at Ministry Headquarters, on the duties of the Inspectorate and the procedures of inspection and supervision. Various opportunities are provided for further training during their service. Several attend one or other of the Federal-sponsored courses conducted at Nigerian Universities during school vacations to familiarise them with developments in different subjects of the primary curriculum. Some are sent overseas for study of school administration and school supervision. From time to time courses are conducted at the Institute of Education, Ahmadu Bello University specifically for Primary Inspectors. One such course was held in 1972 for 54 Inspectors from the six Northern States, and was staffed by lecturers from the Institute and by experienced school supervisors from the United Kingdom. This course dealt with various aspects of inspection and supervision as well as with curriculum and teaching methods and it appears to have been much appreciated.





EAST-CENTRAL STATE

SECTION I. PRIMARY EDUCATION

Administration

49. Since the end of the war, in 1970, during which all educational institutions were closed and many were destroyed or severely damaged, the State has been engaged in the major task of reconstructing its educational services and reshaping its system of educational administration. The Public Education Edict of 1970, amended in 1972, announced the take-over by the State of all Voluntary Agency schools, which before the war accounted for the majority of schools, and laid down a new administrative structure. The preamble of that Edict states that (Section 2):

> "It is desirable and necessary that the State takes over all schools and their control, management and supervision in order to secure central control and an integrated system of education which will guarantee uniform standards and fair distribution of education facilities and reduce the cost of running the schools."
>
> Further, (Section 4):
>
> "The take-over of these schools is for the efficiency, order, stability and good government of the State, particularly in its relations with other States in the Federation."
>
> And (Section 7):
>
> "The proprietorship and management of most schools and institutions in the State have hitherto been in the hands of Voluntary Agencies, mostly Christian Missionary and private individuals, and very recently Local Government Councils and were thus in the majority run on a purely philanthropic basis as institutions of public welfare."

Among the recommendations that emerged from this course were that in future experienced Nigerian Inspectors should take a full part in such courses and also that there should be regular conferences/seminars organised by the State Ministries for the Primary Inspectors to enable them to discuss their ways of working and their problems. Both these recommendations deserve to be followed up. Indeed, besides establishing a much longer and more systematic course of training for Inspectors before taking up appointment, as proposed, (see paragraph 29) continued opportunities for keeping abreast of current ideas and developments in primary education are a matter of first importance for the Inspectorate. In view of the need generally to provide a richer environment for learning in the classroom, particular attention needs to be given to courses of the 'workshop' kind which involve the Inspectors in devising and making simple apparatus from local materials and developing their skills and interest in various crafts, so that they can in their turn stimulate the resourcefulness of the teachers. The Area Offices of the Inspectorate should contain a library of books and journals and a collection of curriculum materials to enable the Inspectors to further their own studies and professional competence.

Conditions of Service

33. The Assistant Education Officer (Inspector) who is a well-qualified non-graduate (e.g. a holder of the N.C.E.) is on a salary scale which ranges from ₦ 1,482 to ₦ 2,592 per annum. The Education Officer (Inspector) with graduate and teaching qualifications is on a scale from ₦ 1,848 to ₦ 3,528.

34. Inspectors are provided with loans for the purchase of cars or motor cycles dependent on their scale of salaries. As field workers they are also entitled to travelling allowances and to a sum of ₦ 80 touring

equipment allowance on first appointment. Transport problems, however loom large. Many of the primary schools are in difficult terrain and hard to reach except by a four-wheel drive vehicle. In the two Area offices visited in Zaria and Katsina no such vehicle was available and seemed to be urgently needed if these schools were to be visited regularly. Inspectors use public transport if they have no vehicle of their own, but this is often the market-day bus which runs once a week and the Inspector has to fit in his visit according to the times of this bus.

Duties and Activities of the Primary Inspectorate

35. The legal basis for the inspection of schools by Government Inspectors is to be found in Section 19 of the Education Law of Northern Nigeria, 1964:

> "(1) The manager or person for time being in charge of an institution shall permit any authorised officer of the Ministry to inspect the institution at any reasonable time, shall produce for inspection any books or records for which such officer may call and shall furnish information about the institution as such officer may require."

36. As pointed out in paragraph 23 above, in describing the structure of the Inspectorate, the responsibilities of the Heads of the Inspectorate Division in the Ministry include a good many administrative duties related to the particular sector of education of which they are in charge. The Chief Education Officer for Primary Education has the following duties:

(a) Responsibility for the advancement of primary education.

(b) Advance proposals (staff and recurrent) in respect of primary education.

(c) Reports and recommendations in respect of Kaduna Capital School and Assistant Inspectors of Education.

(d) Equipment indents and postings and transfer of staff in the primary sector.

(e) Initiation of, and advice on, Development Plans, as they relate to primary education.

(f) Overall reponsibility for training and refresher courses in respect of teachers in primary schools and Assistant Inspectors.

(g) Advice on preparation and revision of syllabuses and schemes of work, including evaluation and recommendation of textbooks.

(h) Advice on curriculum development and educational experiments.

(i) Seeing to the development, improvement and maintenance of standards in Koranic, Islamiyya and primary schools.

(j) Liaison with other Heads of Sections.

(k) Advice on Teacher's Guide Book List.

(l) Responsibility for First School Leaving Certificates and Transfer Certificates.

37. Though it can be argued that the distinction between the administrative and professional aspects of the duties described above is not clear-cut, the administrative element in respect of development plans and proposals for primary education, particularly at this time of rapid expansion, looms large and in fact occupies a great deal of the C.E.O.'s time and energy. Inevitably he has less time than is desirable, or he would wish, to devote to the professional element implied in his responsibilities for curriculum development, in-service training, and leadership of his colleagues in the field in improving educational standards and initiating and promoting reform and development in the qualitative sense, i.e. better teaching and learning in the primary schools. Though his advice on plans and proposals for the general expansion and development of primary education would continue

to be necessary, there is little doubt that if he were relieved of much of the administration which he carries, it would be in the best interests of the 'advancement of primary education' in the qualitative sense and of the Primary Inspectors working in the field. It is possible, too, that more use might be made of the services of the Staff Inspectors, who are based at Ministry Headquarters, in visiting the administrative areas of the State and assisting the Primary Inspectors in their work. At present, as subject specialists, their inspection is largely confined to post-primary education. Such visits would strengthen the liaison between headquarters and those working in the field.

38. The supervision and coordination of primary inspection in the field is in the hands of the Area Inspectors. Their duties in the Ministry's schedule of duties are as follows:

(a) To advise on professional and administrative matters affecting primary education and hold consultations;

(b) to advise on appointments, transfers and removal of headmasters and headmistresses;

(c) to participate in inspection of post-primary institutions as described;

(d) to arrange for, and supervise, inspection of primary schools;

(e) to receive copies of inspection reports on primary schools and to see that recommendations are implemented by the Chief Education Officer of the Local Education Authority;

(f) to forward to the Ministry inspection reports with recommendations or otherwise for capital or recurrent grants in respect of primary or non-Government post-primary institutions;

(g) to make recommendations on applications to establish new institutions;

(h) to organise refresher or other courses through consultations with principals (of post-primary institutions), Local Education Authorities and headmasters or as directed;

(i) to advise on further education;

(j) to represent the Ministry on Advisory Boards, Boards of Governors and Boards of Studies.

39. The Area Inspector is the senior officer of the Ministry in the field. The above list of duties indicates that he has a wide range of administrative, professional and representational functions in primary, post-primary and further education vis-à-vis the Local Education Authority. As in the case of the Inspectorate Division at Headquarters, his administrative and representational duties have tended to predominate, and the Ministry has fairly recently taken the wise step of appointing to each of the Provincial Headquarters, at Katsina and Zaria, Education Officers who have had a course in educational administration, to assume the following main responsibilities:

(a) The general administration of primary education in the Province and relieving the Area Inspector of administrative duties <u>which might diminish his concentration on the effective supervision of the work and personnel of the Provincial Inspectorate</u> (our underlining);

(b) assisting the Local Education Authority in drawing up and executing its development plans;

(c) checking on Local Education Authority advance proposals;

(d) assisting the Area Inspector in carrying out the follow-up of inspection reports and in making sure that the recommendations are implemented;

(e) general supervision of Local Education Authority work;

(f) instituting and executing all examination arrangements.

40. This administrative assistance to the Area Inspector should, as indicated, enable him to devote more time and attention to leading his team of Assistant Inspectors and deploying their services, through inspection-visits and in-service courses, in such a way that they can make the best possible contribution to developing the quality of education in the schools and to overcoming some of the handicaps under which teachers and pupils labour. He himself is expected to take part in the inspection of post-primary institutions; but it would be beneficial to the Assistant Inspectors and to the schools if he could personally take part, as far as his other duties permit, in primary inspection and give a lead by example, as well as by precept. He can give valuable training 'on the job' to the inexperienced Assistant Inspector.

41. The duties of the Assistant Inspectors are defined as follows:

(a) Inspection of and maintenance of standards in primary schools, including Koranic and Islamyya schools and the writing of inspection reports.

(b) Advice on teaching methods and seeing that adequate and suitable textbooks, equipment and other school materials are available.

(c) Assistance with organisation and running of refresher and other courses for primary school teachers.

(d) Reports and recommendations on primary school staff to Inspector and Senior (Area) Inspector of Education.

(e) Advice to Local Education Authorities on professional matters.

These duties and how they are performed are analysed in the succeeding paragraphs.

42. Inspection and Reporting

Planning

The types of inspection-visit carried out by the Assistant Inspector are as follows:

- Advisory visit (AV),
- Brief inspection (BV)(mainly for administrative purposes),
- Full Inspection (FI),
- Follow-up inspection (FU),
- Inspection for Grant (IG).

The Inspectors, who are based in the administrative areas, are expected to make monthly or termly plans of their inspections and to submit these to the Area Inspector at provincial headquarters for approval. Their monthly itineraries are also sent to the Area offices for the necessary scrutiny and onward transmission to Ministry headquarters. Some copies of these forecasts and itineraries, which were seen in Area offices, showed that the Inspectors were in the main keeping to the expected requirement of spending four out of six working days in each week in visiting the schools in term-time. They also indicated that the Inspectors concerned were proposing to carry out four or five inspections a month, either full inspections or follow-up inspections or inspections for grant. It was made clear, however, that these forecasts could not always be adhered to, principally because of transport problems. The Area offices are expected to maintain up-to-date schedules of inspections carried out, and their type, and to submit these regularly to the Ministry. As mentioned in paragraph 26 above, it was not possible for the Consultant during his visits to Area offices or to the Ministry to obtain a record of full inspections or follow-up inspections undertaken in 1972. Although

the number of inspections carried out and the number of reports written are not, in themselves, a guarantee that the Inspectorate is working to optimum effect, careful scheduling and regular submission of returns to the Ministry enable the heads of the Inspectorate to be informed of the 'state of inspection' in the various administrative areas and to take action where needed on the deployment of inspecting staff and on problems affecting their work. It seems desirable, therefore, that the scheduling and control of inspection should be as firm as possible.

43. The full inspection of a school should take place once in three years and last for three days in the case of a full primary school (Classes 1-6) and two days for an incomplete school. A follow-up inspection should take place within six months of a full inspection. As indicated in paragraph 26, the present manpower of the Primary Inspectorate is inadequate to maintain this rate, or the termly advisory visit to a school. The main procedures and 'check-lists' for such inspections are set out in the Handbook for Inspectors originally produced by the Ministry of Education for Northern Nigeria and recently rewritten. A proof copy seen of the revised version suggested that it was likely to prove very useful to Primary Inspectors and be a valuable instrument in their training. The reports written after a Full or Grant-in-Aid Inspection follow a comprehensive 'pro-forma' with a summary of the main recommendations made. Examples seen in the Area offices were thorough in the assessments made, but would have proved more valuable with greater emphasis on specific and constructive advice on teaching method and class management. Copies of full inspection and follow-up inspection reports are issued to the appropriate Local Education Authority and to the Head of the school,

and sent to the Chief Education Officer (Primary) at the Ministry of Education, who may write to the Area Inspector to find out what action has been taken on a particular school. It is the responsibility of the Area Inspector assisted by the Education Officers for Administration to ensure as far as possible that the L.E.A. carries out recommendations made requiring administrative action and financial expenditures. At a local level, as the Assistant Inspectors are based in the administrative areas of the Provinces, they deal with the Area Education Officers on routine matters arising from inspection. Many of these recommendations relate to the staffing of the schools and the provision of textbooks and teaching equipment, for which the L.E.A. is responsible. On staffing questions, the advice of the Area Inspector, especially in the case of the Heads of primary schools, carries considerable weight. But to ensure that effective action is taken on the supply of books and materials to the schools presents many problems because, in spite of increasing grants from the Ministry which now (see paragraph 9) contributes more than half the estimated annual of cost of a pupil in the grand-aided schools, the L.E.A.s are said to be short of funds.

44. Many of the formal inspections carried out in the State are for recognition of schools by the Ministry for grants-in-aid. Most of the unaided schools are comparatively new schools offering only the first two or three years of the primary course. As they grow and develop upper primary classes, the Local Authority applies for grant and the Ministry have to be satisfied through inspection that they reach the requisite standards in terms of accommodation, staffing and provision of education. Reports following such inspections are forwarded to the Ministry of Education for decision and action on grant questions.

45. Discussions with Inspectors of different ranks and with school heads about the nature of inspections, elicited a quite common opinion that the routine advisory visit paid by an Inspector or group of Inspectors to a school was often of more direct help to the teachers than the formal full inspection. It enabled the Inspector to observe the work in the classroom in a natural atmosphere and to establish relationships with the staff in which discussion and the giving and taking of advice were likely to be more productive than in the more judicial context of the formal full inspection. The few visits that the Consultant was able to make to schools with Inspectors during his short stay in the State were of this nature, and the impression gained that they were welcomed by heads and assistant teachers, particularly for the opportunity given to discuss and seek solutions to their teaching problems. Our view is that the balance between a full inspection once in three years and less formal visits once a term is about right; but the latter visits must be regular and thorough and planned in such a way that the work of each class and teacher is covered. It is also desirable that there should be careful strategies devised to enable the Inspectors to study specific aspects of primary education - for example the teaching of reading or the use of audio-visual aids in the classroom or rural science and the study of the school's environment - by directing a series of school visits to these ends and producing a report which could form the basis for refresher courses, and also enable the Ministry and L.E.A. to concentrate on particular problems and weaknesses. Such 'composite' reports would be a valuable supplement to the conventional reports on individual schools.

In-Service Training

46. One of the most important duties of the Assistant Inspector is his participation in the refresher courses which are run for primary school teachers. It is the responsibility of the Area Inspector to organise such courses, in consultation with the L.E.A.s and the heads of schools, and to draw up a programme based on the particular needs of the teachers that have been identified through inspection-visits. In 1972 the Ministry's budget included a sum of ₦ 2,000 for such refresher courses, in addition to ₦ 10,000 allocated for longer in-service and upgrading courses run at the Institute of Education and in training colleges. The contribution that the present body of Assistant Inspectors can make to such refresher courses is limited by the fact that they are few in number and many of them have been in the job only a short time and often lack experience of the needs and problems of the primary schools. The expansion of opportunities for in-service training of the primary teaching force is certainly a matter of high priority with such a large proportion of teaching staff who are underqualified for their task (over 40 per cent in 1971 without a Grade II qualification - see paragraph 12) and with the need to implement more widely the changes in curriculum context and teaching methods initiated under the Unicef project in Zaria. A larger, more stable and better trained Primary Inspectorate, working closely with the staff of the training colleges, could certainly help a good deal to extend these opportunities. So too would a plan being put forward by the Chief Inspector of Education to establish in the State a number of Teachers' In-Service and Curriculum Centres. It is intended that these would provide training opportunities in various subjects of the primary curriculum and also incorporate an

Audio-Visual Unit. These could become very useful focal points for teachers, inspectors and training college lecturers to familiarise themselves with new syllabuses and methods and promote the exchange of ideas and experiences which would benefit all parties. There are also proposals afoot to produce a Teachers' Handbook and a journal for teachers.

Textbooks and Teaching Aids

47. It is the responsibility of the L.E.A.s to supply the schools with the class textbooks and teaching aids which they need. There is a Teachers' Guide Book list drawn up by the Chief Education Officers (Primary) and the Staff Inspectors at the Ministry, and the latter recommend textbooks to the L.E.A. through the Area Inspector and the Assistant Inspectors. While the supply of textbooks to the schools is said to be adequate there is generally a dearth of teaching aids in the schools which the L.E.A.s claim they have insufficient funds to provide. It was said that the teachers in general show little initiative in devising their own teaching and learning aids from local materials; and the C.E.O. (Primary) described in some detail a teachers' workshop he had run when he was an Area Inspector on this theme. There is certainly a need to increase the number of such workshops for teachers if the pupils are to take a more active part in their own learning and if the general environment of the school classrooms is to become more stimulating. As suggested in discussing the training of Inspectors (see paragraph 32) they must themselves be well enough trained to give the practical help needed.

48. Other Duties of the Inspectorate

The Assistant Inspectors, as their list of duties indicates, are expected to act as professional advisers to the officers of the Local

Education Authority in the areas in which they are based. In this capacity they are involved in the drawing up of development plans by the L.E.A.s and in interpreting Ministry policies. The present instability of the Primary Inspectorate means that there are too few Inspectors who have been long enough in their areas to be able to give useful advice based on a thorough knowledge of the schools and the communities they serve. The appointment, deployment and promotion of teachers are the responsibility of the L.E.A.s but they rely a good deal on the advice of the Inspectorate especially in matters of promotion. Again, the Inspector must know the capabilities of all the teachers in his schools if his advice is to be of value. Good cooperation appears to exist between the Primary Inspectors and the staff of the teacher training colleges, and there is some interchange of post between the two. The Inspectors assist in the interviews and selection of students for the teacher training colleges; they are invited to give talks to the students in training on their future professional responsibilities; and they supervise the young teachers in their probationary period. The Inspectors and training college staff also collaborate in arranging and conducting in-service courses for serving primary school teachers and for the student-teachers in their periods of practice in the schools.

50. The administrative structure adopted (set out in Part III of the Edict) for the management and control of schools, was the establishment of a State School Board and 35 Divisional School Boards, one for each administrative division of the State, under the planning, policy and budgetary control of the State Ministry of Education in Enugu, which is also responsible for inspection and maintenance of educational standards.

51. The State School Board, composed of a sole administrator - the Chief Executive Officer - and an advisory committee respresentative of different interests in education, was given the following functions:

(a) The management of all post-primary schools and institutions;

(b) the appointment, promotion, transfer and discipline of teachers in post-primary schools and institutions;

(c) consultation with and advice to the Ministry upon such matters connected with policy, theory and practice as it thinks fit and upon any question referred to it by the Ministry;

(d) coordination of the activities of the Divisional School Boards.

52. The Divisional School Boards, subject to the exercise of the functions of the State School Board, and subject to the regulations and directions given by the Commissioner of Education, the Head of the Ministry, were given the responsibility for the management and control of the primary schools in their areas and in particular:

(a) To appoint, promote, transfer, discipline and dismiss teachers and other staff required to be employed at, or for the purpose of a primary school.

(b) To maintain any premises forming part of, or used in connection with, any such school.

(c) To acquire on behalf of the Administrator and to obtain equipment, furniture, and other moveable property required for the purposes of such school.

(d) To provide recreational facilities and provide school fees.

(e) To collect school fees and other revenues.

53. The State School Board, therefore, besides controlling and managing all post-primary institutions, has considerable powers and responsibilities in advising the Ministry on educational policy and of coordinating the activities of the Divisional Boards. Such coordination extends to the allocation of teachers according to divisional requirements, the disbursement of finance made avilable by the Ministry and Government, and coordination of Divisional budgets and to the problems arising from the merging of former voluntary agency schools to secure more economic units, which has been a marked feature of planning and development of primary education since the publication of the Edict. There is indeed a complex pattern of administrative relationships between the Ministry, the State School Boards and the Divisional Boards, which it is beyond the terms of this study to explore thoroughly, but which form the background against which the School Inspectorate must perform its duties.

54. The professional inspection of schools and institutions is solely the responsibility of the Ministry of Education. Part VII of the Public Edict lays down that (§ 30.1):

"The Inspectorate Division of the Ministry shall ensure that all schools are regularly inspected to ensure the maintenance of standards", and, (§ 32):

"The Commissioner may make regulations for:

(a) The conduct of the inspection of schools and institutions under this Edict.

(b) The making of reports of inspection and the notification to any person of the contents or parts thereof of any report.

(c) The manner in which any person affected by a report may notify the authority to whom it is made that he disputes any fact or opinion contained in the report."

Such regulations were being drafted at the time of the Consultant's visit.

The Primary Schools

55. After the destruction, damage and loss of educational opportunity suffered during the war, determined efforts are being made, against shortages of manpower, materials and money, to rebuild and develop primary education in the State by officials, teachers and parents, with the valuable assistance of Unicef and other agencies of aid, and with financial support from the Federal Government. The 'take-over' of the Voluntary Agency schools has involved all concerned with the management and administration of primary education, including the Inspectorate, in a wide range of activities and problems. Many of the smaller primary schools provided by the Voluntary Agencies and established without effective planning have been merged into larger units - some, in the urban areas, very large indeed - with school populations of 2,000 or more. Indeed, some 'de-merging' is now taking place. In some cases, buildings some distance apart have been merged into a single school, with consequent problems for efficient organisation and administration. Proposals for such merging have to be submitted for approval by Divisional Boards to the Ministry, which relies heavily on the advice of the Zonal Inspectorate in making its decisions. Because of war damage, school accommodation has had to be

improvised and is often very unsatisfactory. In one large school visited in Nsukka, 15 classes of approximately 40 pupils each were housed in a large building with no partitions - a long row of 15 classes facing 15 teachers with 15 blackboards. Classes which could not be accommodated inside the building were working under the trees on the compound. School furniture and equipment are often in very short supply; many pupils were seen sitting on broken benches or on kitchen stools. Unicef have supplied a good deal of furniture and many pupils bring their own improvised desks or table boxes made by their parents. One of the most urgent needs is for more books and teaching equipment in the schools to replace what was lost in the war. In several classrooms seen there was only the blackboard and pupils had to share textbooks.

56. A striking feature of primary education in East-Central, as in other States visited, is the degree of self-help shown by the school communities and parents. Each primary school has its own school committee, appointed by the Divisional School Board, which is responsible for the general welfare of the school. The secretary is the school Head. Also, most schools have a Parent/Teacher Association, which is active in raising funds for classrooms, furniture and equipment and providing labour. In several schools visited classrooms were being created by this community effort, which also extends in some cases to a communal levy for the payment of school fees.

57. The primary course extends over six years, beginning at about the age of six. There is a wide age-range in many of the classes, because of the admission of pupils at a later age, who were deprived of admission to schools during the war. Fees are charged according

to a scale rising from ₦ 3 per annum in Class 1, to ₦ 15 in Class 6. The following statistics of primary education for 1972, so far unpublished, were kindly supplied to the Consultant:

Table 2. Primary Enrolment in 1972

| Number of schools | Number of streams | Number of teachers | Number of boys | Number of girls | Total enrolment |
|---|---|---|---|---|---|
| 2 089 | 30 811 | 32 499 | 719 549 | 450 761 | 1 170 310 |

Table 3. Enrolment by Class

| Class 1 | Class 2 | Class 3 | Class 4 | Class 5 | Class 6 |
|---|---|---|---|---|---|
| 378 304 | 298 611 | 228 704 | 161 712 | 114 498 | 72 503 |

N.B.: (i) The ratio of boys to girls in school was 62:38.

(ii) The average size of a primary school was 536 pupils.

(iii) The pupil-teacher ratio was 36:1.

(iv) There were over five times as many pupils enrolled in Class 1 as in Class 6.

58. Between 1970 and 1972, there was a 17 per cent increase in the enrolment in primary schools. The primary enrolment ratio for the State for 1970 was estimated at 71.3 per cent of the relevant age-group(1), and is projected to increase to 76.3 per cent in 1976, the target year for the introduction of universal primary education in Nigeria.

(1) Source: Feasibility study (unpublished) of the Universal Primary Education Scheme, Unesco, Lagos (see paragraph 10).

59. The result of the merging of primary schools, referred to in paragraph 7 above, is shown by the fact that in 1972 the average school contained 536 pupils, whereas in 1970 it contained 252. The number of primary schools was reduced by 1,539 in that period.

Teachers and teacher-training

60. As shown in Table 2, the number of teachers employed in the primary schools in 1972 was 32,499. Only 8,908 (28 per cent) of these were women. The qualification of teachers, by percentage, were as follows:

| | % |
|---|---|
| - Grade I, or above | 1 |
| - Grade II | 49 |
| - Grade III | 23 |
| - Uncertificated or untrained | 27 |

Half of these teachers, therefore, did not have the Grade II Teachers' Certificate, which is now regarded in the country as the minimum qualification acceptable for primary school teaching. Over a quarter of the teachers were either trained but failed to get a certificate, or had no training at all. The necessity for a massive programme of upgrading and training is evident.

61. There are now 21 primary teacher training colleges in the State, their number having been reduced from 42, and one Advanced Teacher Training College at Owerri, providing a three-year course for the Nigeria Certificate in Education. The primary colleges, which provide a two-year course to the Grade II certificate, contained, in 1972, 6,041 students (61 per cent men, 39 per cent women), and the average number of students in each college was 288. There is an IDA project to expand 7 of the existing 21 colleges to hold 600 students each.

On completion of their course of training teachers are allocated to the Divisional Boards, in accordance with their requirements. They are bonded to teach for two years for every year of training, with a five-year maximum bond. They are also expected to teach for two years before going on to an Advanced Teachers' College for the N.C.E. course.

62. The majority of the students now admitted to the colleges have a School Certificate or passes in G.C.E., though some are Grade III teachers. The State is therefore rapidly approaching the national goal of admitting to the primary colleges only those who have completed a full course of secondary education. In 1971, there were 5,000 applicants for 3,000 places, though the number decreased in 1972 because allowances for books and for married students were dropped and tuition fees imposed. In future, tuition fees will not be charged. Students are selected by a Common Entrance Examination, set by the Examinations Section of the Ministry and by interview. A State committee is engaged in formulating a new curriculum for the colleges, based on a suggested curriculum put forward by the National Education Research Council, as a result of a national curriculum workshop in 1971.

63. The staff of the primary teacher training colleges, in 1972, numbered 290 (78 per cent men, 22 per cent women) and the following were their qualifications in percentages:

| | % |
|---|---|
| - Graduates (with or without training) | 34 |
| - Nigerian Certificate in Education, or equivalent | 39 |
| - Grade I | 14 |
| - Grade II | 10 |
| - Others | 3 |

The staff of the Colleges are said to be fairly stable though there is some transfer between them and the staff of secondary schools.

Curriculum and in-service training

64. The curriculum and syllabuses at present in use in the schools were issued in 1963. The following comment from the Report of a conference on the new educational administration held in the State in 1971, is worth quoting:

> "The current syllabus is still for the most part foreign and examination-oriented, there is little scope for supplementary reading and library studies, and the Vernacular is not given its rightful place in schools ... More emphasis should be given to geography, starting from the child's own environment and attention should be paid to the study of the way of life and culture of the people. The same applies to the study of history."

Revision of the various subject syllabuses is proceeding in the hands of a number of committees. There is, surprisingly, no Curriculum Development Section in the Ministry. The Principal Inspector (Primary) is reponsible for the coordination of primary curriculum development and for initiating central in-service courses, (e.g. in modern mathematics, social studies) for selected teachers, training college lecturers and Assistant Inspectors, who then 'spread the gospel' by courses in the zonal areas in which they work. The staff of the Institute of Education at the University of Nsukka assist with courses, but the Institute does not play the same leading role in primary curriculum development and in-service training as that undertaken by the Institute of Education at Ahmadu Bello University in the North. Shortage of finance and the heavy burden of reconstruction and

administration imposed on senior officials of the Ministry are certainly factors limiting the progress that is desirable in curriculum reform and the provision of curriculum materials to the schools.

## SECTION II. THE PRIMARY INSPECTORATE

### Organisation

65. There are two divisions of the Inspectorate, viz:

(a) Coordination Division;

(b) Zonal Inspectorate.

(a) Headquarters:

The Coordination Division is based at Ministry headquarters in the charge of the Chief Inspector of Education and his Deputy. No organigramme of the structure of the Ministry was made available to the Consultant. The Coordination Division, however, comprises the following main sections, each headed (in descending order of rank) by a Chief Education Officer (CEO), a Principal Inspector (PI), a Senior Inspector (SI) or Inspector (I):

(i) Educational standards (CEO),

(ii) Primary schools (PI), including nursery schools (I),

(iii) Technical schools (SI),

(iv) Secondary schools (CEO),

(v) Teacher training (PI),

(vi) Science (PI),

(vii) Adult education (SI),

(viii) Physical and health education (SI),

(ix) Home economics (SI),

(x) Arts and crafts (I),

(xi) Special education (I),

(xii) Examinations and registration (PI).

The section for Modern Aids and School Broadcasting (PI) is located at a centre in another part of Enugu.

(b) Zonal Inspectorate:

This is organised in ten Inspectorate Zones, most of which cover three or four of the 35 political and administrative Divisions of the State. Each Zone is headed by a Zonal Inspector, who is usually in rank a Senior Inspector of Education. In each Division, there is a Divisional Education Officer/Inspector, who, until fairly recently, was secretary of the Divisional School Board. The Assistant Inspectors of Education (AIE) are based in the Divisions in which they work, under the immediate supervision of the Divisional Education Officers and the overall control of the Zonal Inspectors. The hierarchy in the field is therefore:

Zonal Inspector (Senior Inspector)
↓
Divisional Education Officer (Inspector)
↓
Assistant Inspector

The various functions of these officers are described later in this section.

Staffing

66. The 1972-1973 budget approved an establishment of 128 Inspectors of education, of all ranks, in the State. Of these, 122 are in post, including those concerned with examinations and Modern Aids and School Broadcasting, and 103 are engaged in the inspection and supervision of schools and institutions, primary and post-primary. Table 4 shows the number and deployment of the Zonal Inspectorate Staff in 1972, with the corresponding number of primary schools and teachers in each Inspectorate Zone, and the number of such schools inspected in 1972.

67. As shown in Table 4 average assignments of primary schools and teachers are calculated for the Assistant Inspectors only as they do the bulk of the primary school inspection. In 1972 there were 47 of them in post, including 9 with special responsibility for rural education and 3 for physical education. The 35 Divisional Education Officers/Inspectors, one for each administrative Division of the State, were, in 1972, secretaries of the Divisional School Boards, and as such were concerned mainly with the administrative management of the schools rather than with professional inspection. At the end of 1972, it was decided to appoint secretaries of the Boards from within the Divisions and to reintegrate the Divisional Education Officers into the Zonal Inspectorate with responsibility for organising and superivising primary inspection in their Divisions, in addition to a good many other duties (see paragraph 82 below). Though they may be expected to take some part themselves in the actual inspection of the primary schools, the main brunt is still likely to fall on the Assistant Inspectors and therefore their numbers are the crucial factor to be taken into account in considering the staffing position.

Table 4. Staffing of Zonal Inspectorate in relation to number of Primary Schools and Teachers, 1972

| Inspectorate Zone | Primary Schools | Primary Teachers | Zonal Inspectors | Divisional Education Officers | Assistant Inspectors (1) | Schools per Assistant Inspector | Teachers per Assistant Inspector | Number of schools inspected 1972 |
|---|---|---|---|---|---|---|---|---|
| Abu | 182 | 2 898 | 1 | 3 | 6 | 30 | 483 | 92 |
| Abukaliki | 346 | 2 448 | 1 | 4 | 5 | 25 | 490 | 45 |
| Enugu | 225 | 3 359 | 1 | 4 | 5 | 45 | 672 | 32 |
| Njikoka | 147 | 2 268 | 1 | 2 | 4 | 37 | 567 | 83 |
| Nkwerre | 175 | 5 147 | 1 | 2 | 3 | 58 | 1 714 | 46 |
| Nsukka | 160 | 1 680 | 1 | 3 | 4 | 40 | 420 | 41 |
| Okigwi | 172 | 3 455 | 1 | 3 | 2 | 86 | 1 728 | 30 |
| Onitsha | 224 | 3 597 | 1 | 6 | 7 | 32 | 514 | 37 |
| Owerri | 306 | 4 839 | 1 | 4 | 7 | 27 | 691 | 56 |
| Venuahia | 152 | 2 808 | 1 | 4 | 4 | 38 | 701 | 54 |
| East-Central State | 2 089 | 32 499 | 10 | 35 | 47 | 44 | 691 | 516 |

(1) Including 9 Assistant Inspectors for Rural Education and 3 for Physical Education.

68. That position is serious. The average assignment in 1972 for the State as a whole for an Assistant Inspector was 44 schools and 691 teachers, with wide variations (e.g. 2 Assistant Inspectors in the Okigwi Zone had to cope with 172 schools and 3,455 teachers). As a result of the policy of merging small primary schools the average primary school is relatively large, with 536 pupils and about 15 teachers. It is expected that each school should be inspected annually. Travel difficulties have to be taken into account in many parts of the State (see paragraph 74). From Table 4 it will be seen that about a quarter of the primary schools were inspected in 1972, some zones achieving a much higher rate than others in relation to the number of Assistant Inspectors in post.

69. If the schools and their teachers are to get the fullest support from the Inspectorate both through inspection-visits and through increased opportunities for in-service training, it is essential that the overall ratio of Inspectors to teachers should be such that the Inspector can get to know all 'his' teachers and their work well and be in regular contact with them. In the Consultant's view, having regard to the fact that, in 1972, half the primary teachers in the State did not have a Grade II Certificate and also taking into consideration the whole range of duties of the Inspector, discussed below, and travel problems, the ratio to be aimed at should be one Inspector to about 150 teachers. On this estimate, if the Divisional Education Officers to be increased from 35 to 45 in the next financial year can devote a substantial amount of their time

to primary inspection, about 100 more Assistant Inspectors are needed, to bring their numbers up to about 150. The Chief Inspector of Education, in discussion, expressed his wish to double the present numbers of 47, but pointed out that shortage of finance rather than lack of suitable manpower was the principal obstacle to expansion. This is fully appreciated, in view of the demands being made by the process of reconstruction and by the increasing school population. But it is to be hoped that in the interests of the schools and the maintenance and development of educational standards, this obstacle can be progressively overcome. Concentration on the training of heads of primary schools in school management and guidance of the work in the classrooms of their own schools, and an extension of the system whereby the heads of larger schools exercise some supervision over associated smaller schools, would help to improve the present position.

Recruitment and Training of the Inspectorate

70. Recruitment to the Inspectorate is through the State Public Service Commission and those appointed serve a probationary period of three years. Assistant Inspectors usually possess one or more of the following qualifications obtained after the Grade II Teacher's Certificate:

- Teachers Grade I Certificate;
- Associateship Diploma in Education;
- UK Ministry of Education Teachers Certificate;
- Physical Education Diploma;
- Home Economics Diploma;
- Nigeria Certificate in Education.

They are generally, therefore, well qualified non-graduate teachers and are expected to have had at least five years of teaching experience before appointment. The Assistant Inspector can advance to the rank of Higher Assistant Inspector (HAIE), but only about one in ten achieve this promotion. Appointment or promotion to the rank of Inspector and above usually requires the possession of a university degree. The career opportunities, therefore, for an Assistant Inspector are limited unless he is able to go to a university and in that case his services to primary inspection will probably be lost. It seems necessary to create within the Primary Inspectorate certain posts of special reponsibility on a higher salary scale which would provide incentives to the able Inspector to improve his qualifications by further study and training. He might, for example, be enabled to develop an expertise in a particular subject or area of the primary school curriculum and act as a subject-advisor with responsibilities for curriculum development and in-service training in one or two zones of the State. The more that can be done to improve the status and career opportunities for the Primary Inspector the more likely it is that the service will attract heads and teachers of exceptional ability and personality.

71. Very little seems to be done by way of giving the Assistant Inspector any substantial course of training before he takes up his appointment. This is a weakness. Although he may have been a good Head or teacher in his school, he is entering on a career which is going to make considerable demands on him in assessing many different situations and giving relevant and helpful advice and guidance to the teachers with whom he comes into contact. He needs to be fully abreast of current ideas and developments in primary education

and to know something of the art and techniques of inspection and supervision, and of conducting in-service courses and reporting. A six months induction course which combined formal education and training with field experience under the supervision of an experienced Inspector would do much to equip the recruit for his very varied tasks.

72. There are various opportunities provided for further training when he is in the service. For example in 1972 the Ministry of Education, with assistance from Unicef organised a useful short course of two weeks duration for Primary Inspectors at Ministry headquarters and are following it in 1973 with a course for post-primary Inspectors. Also, in 1972, a month's course was organised at the Institute of Education of the University of Nsukka for 9 Primary Inspectors from East Central State as well 8 from South-Eastern and 3 from Mid-Western States, which included on its staff, with British Council assistance, two former members of Her Majesty's Inspectorate in England. This course devoted a good deal of time to workshop activities in which the participants were encouraged to practise various crafts and to do some creative writing themselves so that they would be in a better position to help the teachers in the schools to undertake these activities with their pupils. Such a realistic approach is likely to be more profitable than a course consisting solely of lectures and discussions. But it needs, like all courses, to be followed up carefully. Also several of the Assistant Inspectors in the State have attended the Federal-sponsored courses in primary school subjects held at Nigerian Universities during school vacations, and some have studied educational administration and supervision overseas through the Commonwealth Technical Assistance programme.

73. Apart from the extension of such opportunities for professional renewal it is important that the Inspectors working in the field should have access to books and educational periodicals to enable them to keep themselves up-to-date by personal study. Many of them lost their own collections of books during the Civil War. The Zonal Offices therefore should have a good modern library. It would be helpful too if Ministry Headquarters could produce a regular Inspectors' Bulletin to which Inspectors of all ranks contributed, which contained, inter alia, account of interesting educational developments and experiments in the State and suggestions for further reading.

Conditions of Service

74. Inspectors, like other touring officers, receive car loans scaled according to their salary, with car-maintenance and mileage allowances. But inadequate transport remains one of the most serious handicaps to the efficient performance of the Inspectors' duties. Many of them lost their cars during the war and have not been able to replace them. In one Zone visited by the Consultant, which covered a very wide area, no Assistant Inspector had his own car and there was only one vehicle for the whole Zone - a minibus provided by Unicef. The Inspectors therefore had to rely mainly on public transport, which only reached schools on a main road. In another Zone, where there were four Ministry vehicles in the Zone, the problem was lack of money for maintenance and fuel. In that Zone inspection in rural areas was possible only in the dry season from November to March, and many of the bridges over rivers were broken down or in a perilous condition after the war. If the Zonal Inspectorate is to do its job and the

schools are to be visited and inspected more regularly, high priority needs to be given to providing advances for the purchase of cars and adequate allowances for running costs.

75. In the Zonal Inspectorate offices visited by the Consultant working space was generally very congested for the number of Inspectors based there, and the office facilities for filing, typing and the reproduction of documents were poor. Under the prevailing conditions it is difficult for the Inspector to plan and organise his office work efficiently.

Functions and Activities of the Inspectorate

76. A circular addressed by the then Chief Inspector of Education to all ranks of the Inspectorate in June 1971, embodies his own philosophy of inspection and sets out the main functions of the Inspectorate and the procedures to be followed in inspecting and reporting. Relevant parts of this circular deserve quotation:

(i) The four major roles of the Inspector are identified as follows:

- Advisers on new teaching methods;
- Advisers on school organisation;
- Organisers of in-service education;
- Inspectors of schools and other educational institutions.

(ii) "I must stress here the more modern roles of the Inspector in guiding, teaching and learning. In particular, you are to advise, organise and help create within our schools and institutions, suitable environments and situations in which teaching and learning can prosper. In sum, your main role is to offer helpful suggestions on teaching, learning, school administration, teachers, pupils, plant, equipment and to report back to the Ministry about the total educational situation." (our underlining)

After defining these four roles of the Inspector in more detail, the circular goes on to specify five types of inspection duties. These are:

"(a) Tests or assessment of the teacher's professional abilities in the teaching situation.

(b) Approval inspections for specific purposes, e.g. to open or reopen schools; to add primary VI classes; to offer particular subjects at the West African School Certificate Examination (post-primary).

(c) Short or partial inspections of schools or departments of a school.

(d) A full inspection.

(e) Supervision of the First School Leaving Certificate Examination (at the end of the primary course)."

77. The Circular concludes by enumerating the inspection procedures which are to be followed:

"(a) Assistant Inspectors are responsible for the inspection of primary schools and must submit to Zonal Inspectors their monthly plans. Inspectors will normally work in teams and Zonal Inspectors will be responsible for vetting of reports.

(b) At the end of the inspection, every Inspector/Assistant Inspector should submit weekly, through the Zonal Inspector, his school inspection reports.

(c) Attempts should be made to inspect and report on every school at least once a year.

(d) Zonal Inspectors should forward to headquarters without delay inspection reports in their possession.

(e) Team inspection of schools (i.e. post-primary) will be organised from headquarters.

(f) Transport will be provided, if possible, by the Ministry, but where this is not possible Zonal Inspectors, Inspectors/ Assistant Inspectors are to use their own or local transport in carrying out inspection duties. They are to make their claims for local transport and travelling in the normal manner."

78. This document has been quoted in some detail as it outlines the main roles of the Inspector, the particular kinds of inspection to be adopted and the procedures to be followed. The following paragraphs examine briefly how these roles and duties appear to be interpreted at the present time in the context of a major restoration of education in the State and adaptation to a comparatively new system of educational administration.

Headquarters Inspectorate

79. The Coordination Division of the Inspectorate at Ministry Headquarters is responsible for advising on the formulation of educational policy, for directing curriculum development and in-service training, and as its title denotes, for coordinating the work of the Zonal Inspectorate. At the time of the Consultant's visit, no schedule of duties of members of the Division had been drawn up, though it had recently been decided to do this. It is desirable that there should be as clear a definition as possible if the functions of the Inspectorate Division vis-à-vis other divisions of the Ministry to avoid overlap and to ensure efficient and harmonious working relationships. The impression gained by the Consultant from discussions with the Principal Inspector (Primary), with whom he had continuing contact throughout his visit, was that he had a wide range of responsibilities for the general development of primary education in the State, and consequently carried a considerable load of day-to-day administration. For example,

proposals for the merging or opening or closing of primary schools come through the Zonal Inspectors to him, and he works closely with the Planning Section on developments affecting all 35 Divisions of the State. There is no separate section for Curriculum Development and he must direct this and plan the necessary in-service training courses at Headquarters to promote this development, as well as choosing textbooks for use in the schools. At the same time, as his title implies, he must exercise overall responsibility for the system of primary inspection and supervision, and give the field inspectors the guidance and leadership they need. Inevitably he is very much tied to desk-work and dealing with papers and attending meetings, and cannot keep sufficiently close contact with the field Inspectorate by visiting the Zones and taking some part in the inspection of schools himself. Some relief on the administrative side is needed to enable him to devote more time to the professional duties of a Principal Inspector.

Zonal Inspectorate

80. The Zonal Inspector is a key figure in the Inspectorate hierarchy. In the field, he is the main point of contact through his Divisional Education Officers between the Ministry and the Divisional Boards in his Zone, for interpreting Ministry policy and for ensuring that administrative action is taken as a result of inspection reports written by his colleagues on the schools. He is responsible for supervising and coordinating primary inspection, for initiating programmes of in-service training and for supervising the various State and national examinations. He may be called upon to take part in the inspection of post-primary institutions, but takes little part in actual inspections of primary schools, though concerned with planning and strategy. His organisational, administrative and representational

functions are therefore numerous. But the recent move to appoint full-time secretaries of the Divisional Boards and to integrate the Divisional Education Officers/Inspectors fully into the Inspectorate should relieve the Zonal Inspector of some of his administrative responsibilities and enable him to devote more time to his purely professional functions.

81. The new functions of the Divisional Education Officers/Inspectors are defined as follows:

(a) To be ex-officio members of Divisional School Boards and to render advice to the Boards on professional matters.

(b) To act as the Ministry's representative in their Divisions, except at Zonal Headquarters where this function belongs to Zonal Inspectors.

(c) To represent the Zonal Inspector at meetings of the Boards of Governors of post-primary institutions in their Divisions when so directed by the Zonal Inspector.

(d) <u>To organise and supervise primary inspection in their Divisions under the general direction of the Zonal Inspectors and to process such inspection reports as well as to build up and maintain all necessary records and statistics pertaining thereto</u> (our underlining).

(e) To assist Zonal Inspectors in the organisation and administration of various examinations - the First School Leaving Certificate, Common Entrance, Teachers' and other such examinations.

(f) To assist Zonal Inspectors in the conduct of Practical Teaching Tests.

(g) To collect and process applications for the issue of various certificates as well as for the registration of teachers.

(h) To join teams arranged by Zonal Inspectors or by Ministry Headquarters for the inspection of post-primary institutions.

(i) To assist Zonal Inspectors in organising refresher courses and seminars for teachers in the Divisions.

(j) To organise the collection of educational statistics from schools and institutions in their Divisions and to render such returns as may be required by Zonal Inspectors and Ministry Headquarters.

(k) To conduct such investigations or enquiries within their Divisions as may be required by Zonal Inspectors, the Divisional School Board, the State School Board or Ministry Headquarters.

82. From the above description of duties it is clear that the Divisional Education Officer/Inspector will have the twofold responsibility of giving professional advice to the Divisional Education Boards, which are charged with the administration and management of the primary schools, and also of directly supervising the work of the Assistant Inspectors in their inspection duties, under the overall control of the Zonal Inspector. It is to be hoped that they will be able to take part in the actual inspection of primary schools themselves as well as in the team inspections of post-primary institutions and that they will not be too heavily immersed in administrative and office duties. The Assistant Inspectors, who are so seriously understaffed, need all the help they can get from their more senior colleagues if the schools are to be inspected more regularly.

83. The Assistant Inspector is expected to spent three out of six working days a week in inspection. His other duties are:

(a) Investigation of complaints against teachers and Divisional School Boards.

(b) Organisation and conduct of in-service and refresher courses.

(c) Collection and collation of educational statistics.

(d) Enquiries and investigations, e.g. existence of illegal schools or of fraudulent teachers.

(e) Professional advice to Divisional School Boards.

(f) Supervision of First School Leaving Certificate Examination (at the end of the primary course).

(g) Conduct of Practical Teaching Tests for Training College Students.

84. The Assistant Inspectors are required to submit to the Zonal Inspector for approval monthly forecasts of their itinerary for inspection duties and other activities and to send in monthly returns of work accomplished. A sample of these were supplied to the Consultant from different Zonal Offices. This sample showed that the Inspectors were in the main keeping to the expected requirement of spending three out of six working days on full inspections, which lasted from one to four days according to the size of the school. Their assignments of schools and teachers however were such that they could not be expected at this rate to give a full inspection to more than a quarter to a third of their schools in the course of a year. Visits to schools not for full inspection purposes including the settlement of problems arising from the merging of schools, the investigation of problems in the relationships of Head and staff, the approval of additional streams or classes, and the follow-up of recommendations made in a previous reporting inspection. The amount of time they spent on office work varied a good deal. Several of them, in addition to the time spent in writing reports, had to devote several days to working on statistical returns for the Ministry. Other duties which took them out of the office

included conducting practical teaching tests for student-teachers in training and supervising school examinations. Some inspectors were visiting schools in connection with the experiment being conducted with the introduction of the Initial Teaching Alphabet in East-Central State. Samples of their schedules of work during school vacations showed that they were from time to time engaged in conducting refresher courses or else attending courses themselves organised by the Ministry of Education or one of the Nigerian Universities. The rest of the time was spent in office work.

85. The present school year of 1973 is exceptional in that it consists of only two terms because of the change-over from a calendar academic year to one extending from September to July (see paragraph 11). In consequence, work such as the collection and collation of educational statistics and the supervision of school examinations and the conduct of practical teaching tests for training college students has to be compressed into a shorter space of time and there is consequently less opportunity for carrying out inspections. However, from the evidence available from the schedules of work supplied by a number of Assistant Inspectors, their answers to questionnaires and discussions with them it is clear that they are carrying out their duties conscientiously against the odds of shortage of numbers, already referred to in this paper, and the fact that routine administrative duties and lack of transport keep them in the office more than is desirable.

86. Inspection and Reporting

Of the five types of inspection duties enumerated in the Chief Inspector's circular of 1971 (see paragraph 76) the full inspection, followed by a report, figures most prominently in the schedules of work of the Assistant Inspectors. Such as inspection, unless it is of a small

school, requires the services of more than one inspector for a number of days if all classes and teachers are to be observed and every aspect of the school, material and pedagogical, to be reviewed. A school of 2,000 pupils with about 60 teachers, of which there are some in the State would occupy three or four inspectors for the best part of a week. Such full inspections may be either routine (i.e. expected to be carried out annually though at the present rate it would be once in three or four years) or for the purpose of upgrading a school to a full primary school (Classes I-VI). The present pro-forma inspection report form requires the inspector to make brief comments and award a grade on a three point-scale (Credit, Pass, Fail) under the following headings: Compound, Building, Equipment, Sanitation, Records, Farm and Garden, Handwork, Physical Training and Games, Classwork. An overall grading is given on a five-point scale of "Excellent, Above Average, Average, Below Average and Fail. In the case of an inspection for upgrading and where schools are classified as 'Excellent' or 'Fail' there is a supplementary inspection form which allows for fuller and freer comment by the Inspector. There is also a Staff Grading form for giving full particulars about each member of staff with a grade on his teaching performance.

87. Copies of the reports on the school are sent to the Ministry of Education, the Zonal Inspector, the Divisional School Board which administers the school, and the Head. The staff grading report is confidential to the Ministry and is used by the Inspectors in giving advice to Divisional Boards on promotion of teachers, especially to Headships. At the end of an inspection the Head is expected to enter the main observations and recommendations of the Inspector in the school log-book and act on these through staff discussions and his

day-to-day supervision. The Inspector usually pays a short visit to a school some months after a full inspection to ensure that the recommendations made then which fall within the Head's competence are carried out. The Divisional Board is expected to implement recommendations made on buildings, furniture and supply of equipment and on staffing. The Divisional Education Officer/Inspector, as professional adviser to the Divisional Board, is required to help in ensuring that the necessary action is taken on such recommendations. Many Heads spoke appreciatively of the action taken by the Divisional Board as a result of a full inspection to supply much-needed furniture, equipment or books to the school. But there are often delays and difficulties in seeing that action is taken. It was said that occasionally reports were held up for a considerable time before being sent to the School Boards. There is also some difficulty in seeing that recommendations involving expenditure by the Divisional Boards are fully implemented as their finances are ultimately controlled by the Ministry through the State Board.

88. Though reports on primary schools should be as concise as possible it is felt that the present form in use, to judge from examples of reports seen, does not allow enough space for a thorough appraisal of the work in the various subjects of the curriculum. Nor do they contain the constructive and positive advice for future development that the school and its teachers should expect. There certainly seems to be the need for a manual or handbook of guidance for Primary School Inspectors which, besides giving general guidelines for appraisal of work and conditions in the school, indicates ways in which the teaching and learning can be made more stimulating and satisfying and which embodies a modern approach to inspection and supervision. The

Handbook recently issued from the Institute of Education, Ahmadu Bello University, Zaria might well serve East-Central State and other States, if necessary with certain modifications, and be used widely in the training of Inspectors.

89. Opinions elicited from the Heads of primary schools, through questionnaires, on the value of the full inspection in comparison with less formal routine visits of a more advisory nature showed a difference of viewpoint. Some found the full inspection most useful because it kept all teachers 'alive to their duties' and left them with valuable suggestions on how to improve their work. The inspection report also often resulted in action being taken by the Divisional School Board to provide more equipment and books to the school and to increase its staff. Others found the routine visit more valuable. As one Head put it, "the routine visit is most valuable because it helps the teacher to progress and make necessary adjustments in their teaching methods; unlike the full inspection, where the teacher is facing a sort of examination". Another Head, taking perhaps a less favourable view of her staff, preferred the routine visits, which was not announced beforehand, because "they took everybody unawares. These help to make the lazy teacher pull herself together and work hard". In the Consultant's view both types of inspection visit are necessary and should reinforce each other. An interval of two or three years between full inspections (except for reasons such as upgrading) does not seem unreasonable provided that in the intervening years the Inspector, perhaps alone, or with a colleague, pays a thorough visit of a day or more if necessary to his schools at least twice in the year. The important thing is that the Inspector

should know his schools and their teachers well and be able to help them with their problems and to guide them in making changes where these are desirable. Such visits need to be carefully planned in advance if they are to be effective. While therefore the Assistant Inspector, who should know the situation in his schools better than anyone else, should have a good deal of freedom in the planning of his inspection programmes, there is need for Zonal Inspectors with the Principal Inspector at Ministry Headquarters to keep the general strategy of primary inspection constantly under review. It might be useful, for example, from time to time to carry out partial inspections on a sample of primary schools to investigate the teaching of a particular subject or some general aspect like the use of audio-visual aids or school-community relationships, and to issue a composite report of such a survey. Such reports would be helpful to the Ministry in keeping it informed of educational developments and problems in the schools in a way that individual full inspection reports may not always do. They would also provide a useful basis for refresher courses for teaching staff. But if the inspection duties are to be diversified in this and in other ways there must be enough Inspectors of the right quality and they must have regular opportunities though inter-Zonal conferences and seminars to discuss the most effective ways of working under the leadership of the heads of the Inspectorate.

90. One of the important values of inspection is the opportunity it affords for the Inspector to meet parents and members of the community which the school serves. Many school Heads in their replies testified to the services of the Inspectorate in this respect. The tradition of support in by the school community has been strong in the State and it is important that this should be maintained now that the schools

are 'State-controlled' through the Divisional Boards and no longer managed by the Voluntary Agencies. One school Head put it this way: "The Inspectorate advises the elders and the school committee on the best cordial relationships between the teachers and the entire community. They help to resolve, if any, the misunderstandings between the teachers and the community in which the school is sited. They have geared my entire community to raise the status of the school." Another said: "The teacher/parent association of this school has made some substantial financial and labour contributions towards the up-keep of the school as a result of the enlightenment drawn from members of the Inspectorate concerning the part they can play in the new Education deal..."

In-Service Training

91. As their list of duties given in paragraph 83 above indicates, one of the important functions of the Primary Inspectorate is the organisation and conduct of in-service and refresher courses for teachers. Good leadership is provided by the Ministry of Education with the help of Unicef (which assisted with 12 courses on various topics in 1972) through central courses attended by Primary Inspectors, together with training college tutors and administrators. At the time of our visit one such Unicef course on the 'Problems of the Rural Child' - concerned with health, education and general welfare - had been held for the Chairman of Divisional Boards. These central courses enable the participants to conduct refresher courses on the same subjects in their own areas. Zonal Inspectors are free to plan courses to suit the needs and circumstances of the schools and teachers in their zones, and it was evident that many Assistant Inspectors were taking part in such courses, particularly, but not only,

in school vacations. The lists of such courses provided by Inspectors included the following topics: the introduction of modern mathematics in lower primary classes; the teaching of English language, History and Rural Science; Modern Aids in Teaching; Classroom Organisation and Management; Metrication and Decimal Currency; Administration and Supervision for Heads of Primary Schools. Of particular importance in this list are the courses for the Heads of Primary Schools, on the efficiency of whose administration and supervision so much depends. Many Inspectors had taken part in four or five of such courses during the last school year. The normal refresher course usually lasts for a week.

92. There is said to be good cooperation between the Inspectorate and the Training Colleges in the staffing and conduct of these courses. It is also important that the Institute of Education at the University in Nsukka should be closely associated with the whole programme of in-service training for primary teachers. A useful development which would encourage Heads and teachers to take increased responsibility for their own professional development would be the establishment of Teachers' Centres, at first on an experimental basis. Such a Centre based on a Zonal or Divisional Office or in a School or Training College would, it is envisaged, provide a meeting place for teachers for discussions and demonstrations, for making simple teaching aids and practising crafts and for the display of pupils' work gathered from different schools. The advice and support of the Local Inspectorate and training college staff would be necessary in the establishment and running of such Centres.

93. Examinations

The Assistant Inspectors are required to supervise the State examinations for primary school pupils and to assist in marking.

There are two examinations. The First School Leaving Examination is taken by all pupils in Class VI and is an achievement test based on the primary school syllabuses and courses with papers in English and Mathematics and a General Paper covering other subjects. The Common Entrance Examination for secondary and trade schools is taken by selected pupils and consists of papers in English and Arithmetic and two Aptitude Tests for verbal and mathematical reasoning devised by the Principal Inspector at the Ministry in charge of examinations and registration. In discussion he expressed the hope of involving the Inspectorate not only in the administration and supervision of examinations but in devising evaluation tests which could be used by them in their school visits to assess the standards of work in the schools. At present, as suggested by the somewhat porfunctory comments in school reports, such assessment tends to be based in an examination of the pupils' exercise books and on the coverage of the syllabus rather than on a more scientific evaluation of their understanding of syllabus content and their ability to apply principles to new situations and problems.

Books and Teaching Aids

94. The Inspectorate is responsible for recommending and approving the textbooks in use in the schools. The Principal Inspector (Primary) is in constant touch with publishers' representatives and consults with his colleagues in the Zones in drawing up lists of recommended books and making available specimen copies. As pointed out in paragraph 52 above there is still a shortage of textbooks and particularly of libraries in the primary schools because of the losses sustained in the war, though determined efforts are being made to meet this shortage. This applies, too, to teaching aids. The schools

need much more teaching and learning apparatus if the pupils particularly those in the lower classes are to be more actively engaged in their own learning and not have to rely solely on the textbook and the blackboard. Maps, charts and visual material of all kinds should be supplied by the Divisional Boards. But the teachers themselves could do much to devise and construct simple equipment for the teaching of, for example, mathematics, science or geography, using simple local materials and should be encouraged to make the best possible use of the environment of the school. The Inspectors and Heads of Schools have the responsibility for encouraging such initiative; and if they themselves are to be in a position to give practical help they should be enabled by workshop-courses, such as the one held in Nsukka in 1972, to develop their own skills.

95. School broadcasting and audio-visual materials are the responsibility of the Modern Aids and School Broadcasting Section of the Ministry Inspectorate Division, headed by a Principal Inspector. Primary school radio broadcasts in English, social studies, elementary science and home economics, with the scripts written by Inspectors and training college lecturers, are recorded and put out daily through the East-Central Broadcasting Service, and are accompanied by very full and useful notes for teachers. The broadcasts both do some direct teaching (e.g. in science and home economics) and also supplement the teacher's own work (e.g. in English and social studies). Some evaluation is carried out by means of questionnaires, and the staff of the Modern Aids Centre, when they have time, visit schools for this purpose. The feeling expressed at the Centre was that the Inspectors could give more help than they do with evaluation and in stimulating the interest of teachers in the use of the media.

Before the war, the Centre provided radio sets to the schools. Now they are provided by Parents' Associations, various fund-raising efforts or by philanthropists. About 500 primary schools (out of nearly 3,000) are said to be receiving the radio programmes.

96. The Centre has an audio-visual room for the display of charts, maps, diagrams, etc. designed and printed at the Centre, which has good reprographic facilities. These materials are not supplied direct to the schools, but teachers who visit the Centre, if they buy or provide their own paper, can have visual material reproduced for them. There is also a small workshop for the design and making of simple apparatus, e.g. for science, and the beginnings of a Resource Centre containing projectors and films which can be lent to the schools. The Centre assists the Ministry in the running of in-service courses. Its usefulness, however, to the educational system would, however, be enhanced if it had a larger budget, if it were more closely linked with curriculum development, and could be a more direct source of supply of audio-visual materials to the schools.

WESTERN STATE

SECTION I. PRIMARY EDUCATION

Administration

97. The Ministry of Education in Ibadan has overall responsibility for educational policy and planning, finance and curriculum development. Until 1968, the Voluntary Agencies in the main owned and managed the schools. But in that year the State Government established 10 School Boards, which cover the 25 administrative divisions of the State, to assume managerial responsibility for the staffing of the primary schools, payment of salaries and the supply of books and equipment, though in most cases the Agencies remained the proprietors. These School Boards are appointed by the State Governor and consist of a full-time Chairman, Secretary (a civil servant) and one full-time member and three part-time members. A State School Board assumed similar managerial responsibility for post-primary institutions. There is a strong tradition of self-help by local school communities and a great deal is done by Parent-Teacher Associations to provide buildings and equipment for the schools, especially those in more favoured areas.

Primary schools

98. Primary education extends for six years from about the age of six, and is free in the majority of schools. There are, however, a number of private fee-paying nursery/primary schools, provided by the Churches, especially in Ibadan. These are very well staffed and have excellent facilities. In striking contrast are some of the more underprivileged primary schools in the crowded residential area of Ibadan, which are suffering from a problem of 'encroachment', i.e. the building of houses on the school compound by members of the families which originally

provided the land for such schools. In the few primary schools that it was possible for the Consultant to visit, in Ibadan, during his short stay, the impression gained was of thorough, if formal teaching and learning. Particuarly in the more favoured schools, there was an adequate supply of textbooks and some teaching aids, and some had a small library. Midday meals were being provided for the children, and the material support, by way of buildings and equipment, provided by parents and others, was much in evidence. Particularly in those schools with a high proportion of pupils going on to secondary schools (in one school visited it was said to be 90 per cent of Class VI), there was quite severe examination pressure in the upper classes, with many children having extra coaching. There is a great demand on school accommodation in Ibadan because of the rapid increase in the city's population. The majority of the schools are working in two shifts. Figures supplied by the Ministry showed that an additional 879 classrooms would be needed in the Ibadan/Oyo area alone (2,432 in the whole State) to cope with the pupils registered for entry to Primary 1 in September 1973.

99. The following table shows the enrolment in the schools in 1972 and the number of teachers:

Table 5. Primary Enrolment, 1972

| Number of Schools | Number of Boys | Number of Girls | Total Enrolment | Number of Teachers |
|---|---|---|---|---|
| 3 889 | 534 219 | 393 411 | 927 630 | 29 198 |

N.B. (i) The ratio of boys to girls was 58:42.

(ii) The average primary school contained 240 pupils.

(iii) The pupil-teacher ratio was 32:1.

This enrolment of 927,630 increased by 6.7 per cent over the figures for 1971. The proportion of the relevant school-age population

This enrolment of 927,630 increased by 6.7 per cent over the figures for 1971. The proportion of the relevant school-age population enrolled in the primary schools in 1973 was said to be 46.7 per cent. This proportion is expected to increase to about 62 per cent in 1976.(1)

Teachers

100. Table 5 shows that there were 29,128 teachers in the primary schools in 1972. Of these 65 per cent were men and 35 per cent women. Figures for precise qualifications of this teaching force were not available, but broadly speaking about 57 per cent had Grade II qualifications or above (the minimum desirable qualification), and 43 per cent (some 12,000) had a Grade III qualification or were uncertificated or untrained.

Teacher training

101. There are 23 primary teacher training colleges in the State, the majority provided and run by the Voluntary Agencies. Four of these colleges are for men only, 4 for women, and 15 co-educational, though the number of women in several of the co-educational colleges is small. These colleges had 6,021 students in 1972 (60 per cent men, 40 per cent women) giving an annual output of about 3,000 teachers. The average number of students in each college was 262. The majority of the students entering the colleges for the two-year course leading to the Grade II Teachers' Certificate now possess a

(1) Unesco Feasibility Study (see paragraph 10).

School Certificate or passes in G.C.E. The rest are Grade III teachers following an upgrading course to Grade II. The academic background of the students has improved considerably in recent years.

102. The staff in the primary colleges numbered 330 (78 per cent men, 22 per cent women). Their qualifications, in percentage, were:

| | % |
|---|---|
| - Graduates (with or without professional training) | 47 |
| - Nigerian Certificate of Education or equivalent | 24 |
| - Others | 29 |

In-service training (up-grading)

103. In view of the relatively high proportion of primary school teachers who are untrained or undertrained - still 43 per cent in 1972 - (see paragraph 100), a substantial programme of upgrading was introduced in 1970. After 1975, it is hoped that all teachers in primary schools will possess at least a Grade II Certificate. Many of the younger Grade III teachers go to a Primary Teacher Training College, for a two-year course leading to Grade II. The older Grade III teachers, and those who trained for Grade II but did not get a certificate, chiefly men and women with family commitments, work for their Grade II qualification either through special courses held in after-school hours in the late afternoon, or through vacation courses. These courses are organised by the Primary Inspectors and staffed by training college tutors or secondary school teachers and their content is mainly academic. At the present time there are 21 afternoon classes held in 15 centres, with 640 teachers enrolled, and 17 vacation courses in four centres with 560 teachers enrolled - a total of 1,200 teachers being upgraded. Both kinds of course cover the same number of hours.

The Consultant visited one of the centres in a training college in Ibadan and was impressed both by the enthusiasm of the teachers and by the organising ability and sense of responsibility for their progress shown by the Primary Inspector in charge. Fuller reference is made later in this study to the many refresher courses in which the Primary Inspectorate is involved (see paragraph 125).

Primary curriculum development

104. The existing primary curriculum dates from 1954, and the various syllabuses are now being revised. There are curriculum committees for Yoruba, English, Mathematics, Science, Home Economics and Physical and Health Education - each committee being composed of representatives of the universities, teacher training colleges, primary schools, the Ministry and the Inspectorate. Draft syllabuses have been prepared in each of these subjects and at the time of this visit were being amended in the light of comments received from interested parties. The next step is to select pilot schools for trials and evaluation of the syllabuses and to embark on a programme of the retraining of teachers - a process which, it is estimated, will take three years to complete. Teachers' guides and textbooks are being produced to accompany the syllabuses, but no instructional aids. If the pupils in the schools are to be involved in more active methods of learning than they are at present, it will be necessary to devote a good deal of attention to the supply of teaching and learning aids in the schools and to train the teachers to devise their own aids. How children learn is no less important than what they learn and primary curriculum development especially, but not only, with younger children should involve a whole range of curriculum materials.

SECTION II. THE PRIMARY INSPECTORATE

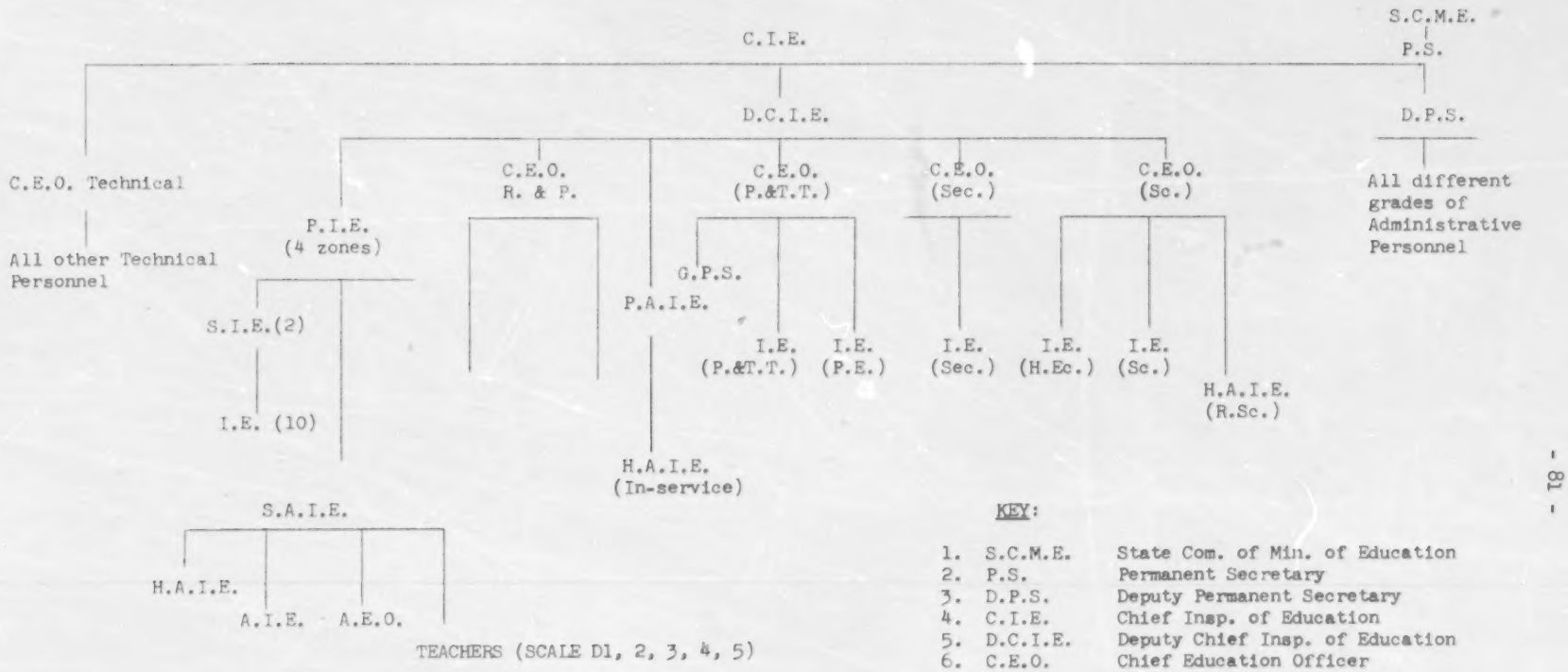
105. The Education Law of Western Nigeria (1954), now in process of being revised in the State, provides the legal basis for the inspection of schools and colleges; in particular Section 76 and 77:

> "76. It shall be the duty of the Commissioner to cause inspections to be made of every institution at such intervals as appear to him to be appropriate and to cause a special inspection of any such institution to be made whenever he considers such an inspection to be desirable.
>
> 77. For the purpose of enabling such inspections to be made, the Commissioner may appoint suitable persons, being public officers or otherwise, as Inspectors, and such officers as are not public officers shall be styled Honorary Inspectors."

Organisation

106. The structure of the Inspectorate in the State is illustrated by the organigramme (see Chart 2) supplied by the Ministry of Education, shown on page 81. At Ministry Headquarters the Chief Inspector of Education and her Deputy, with four Chief Education Officers, one of whom is head of the section of Curriculum Research and Planning, have overall responsibility for the planning and development of the various sectors of education. They, therefore, combine what might be described as professional/inspectorial functions with wider administrative responsibilities. Primary education and primary teacher training are the combined responsibility of one of the Chief Education Officers, assisted by one Inspector of Education for these two sectors and by one for Physical Education. In the field there are four Inspectorate Zones which cover the 25 administrative divisions of the State, with four to nine divisions in each Zone, and the ten School Boards. Each Zone

Chart 2. Structure of Ministry of Education, Western Nigeria - Inspectorate Division




KEY:

| | | |
|---|---|---|
| 1. | S.C.M.E. | State Com. of Min. of Education |
| 2. | P.S. | Permanent Secretary |
| 3. | D.P.S. | Deputy Permanent Secretary |
| 4. | C.I.E. | Chief Insp. of Education |
| 5. | D.C.I.E. | Deputy Chief Insp. of Education |
| 6. | C.E.O. | Chief Education Officer |
| 7. | P.I.E. | Principal Insp. of Education |
| 8. | S.I.E. | Senior Inspector of Education |
| 9. | I.E. | Inspector of Education |
| 10. | P.A.I.E. | Prin. Asst. Insp. of Education |
| 11. | S.A.I.E. | Senior Asst. Insp. of Education |
| 12. | H.A.I.E. | Higher Asst. Insp. of Education |
| 13. | A.I.E. | Asst. Inspector of Education |
| 14. | A.E.O. | Asst. Education Officer |
| 15. | P.&T.T. | Primary & Teacher Training |
| 16. | Sec.;Sc. | Secondary; Science |
| 17. | P.E. | Physical Education |
| | H.Ec. | Home Economics |
| 18. | R. & P. | Research and Planning |
| 19. | Statis. | Statistics |
| | Curri. | Curriculum |
| 20. | R. Sc. | Rural Science |
| 21. | G.P.S. | General Publication Section |

is headed by a Principal Inspector of Education who controls all inspection activities, both primary and post-primary, in his Zone. On the primary side there is a team of Assistant Inspectors in each Zone, ranked in three grades (Senior, Higher and Assistant). These are based either at Zonal Headquarters or in sub-offices in the Zone.

Staffing

107. The following table shows the overall staffing position of the Inspectorate in 1973:

Table 6. Staffing of the Inspectorate in 1973

| Designation of post | No. authorized by current budget | No. actually in post |
|---|---|---|
| Upper Cadre (Graduates) | | |
| Chief Inspector of Education | 1 | 1 |
| Deputy Chief Inspector of Education | 1 | 1 |
| Chief Education Officers | 4 | 1 |
| Principal Inspectors of Education | 4 | 4 |
| Senior Inspectors of Education | 8 | 7 |
| Inspectors of Education | 55 | 31 |
| Lower Cadre (Non-Graduates) | | |
| Principal Assistant Inspectors of Education (P.A.I.E.) | 1 | - |
| Senior Assistant Inspectors of Education (S.A.I.E.) | 15 | 12 |
| Higher Assistant Inspectors of Education (H.A.I.E.) | 32 | 26 |
| Assistant Inspectors of Education (A.I.E.) | 105 | 77 |
| Total | 226 | 160 |

108. It will be seen that the total number of Inspectors in post falls short of the authorized establishment by 66. The shortfall is proportionately rather worse in the upper cadre, where there are 24 vacancies in the post of Inspector of Education - responsible for the inspection of secondary grammar schools. In the lower cadre - the Primary Inspectorate -

there are 38 unfilled posts, though the position was improved late in 1972 by the appointment of 20 Assistant Inspectors. It was said that lack of accommodation in Zonal and Divisional Inspectorate offices was one of the main reasons why all the posts had not been filled, though there was a shortage of suitable candidates at both Inspector and Assistant Inspector level. Of the 115 Assistant Inspectors of all grades in post, two are at Ministry Headquarters and six are on courses overseas.

109. In Table 7 below the distribution of the Assistant Inspectors now in post is shown by Inspectorate Zone and related to the number of primary schools and teachers in each Zone. On these figures there is an overall ratio of one Assistant Inspector to 36 schools and 273 teachers. In addition there are a number of secondary modern schools in each Zone for which the Primary Inspectors are responsible. Figures for these were not available, though it is understood that their numbers are dwindling. If the full complement of 153 Assistant Inspectors authorized by the budget were appointed and in post, allowing for those who have administrative duties at Ministry Headquarters the overall ratio would be one Assistant Inspector to 26 primary schools and 194 primary teachers, with a small number of secondary modern schools in addition. It is to be hoped that the existing vacancies can be filled in the near future and progress made towards a target of one Primary Inspector to about 150 teachers - a ratio which the Consultant thinks desirable if the schools and their teachers are to get the maximum support and help from the Inspectorate through inspection-visits of various types and through in-service courses.

Table 7. Primary Inspectors by Zone, related to the number of primary schools and teachers (December 1972 figures)

| Inspectorate Zone | Number of Assistant Inspectors | Number of Primary Schools | Number of Primary Teachers | Schools per Assistant Inspector | Teachers per Assistant Inspector |
|---|---|---|---|---|---|
| Ibadan/Oyo | 23 | 845 | 6 874 | 37 | 299 |
| Egba/Ijebu | 28 | 1 128 | 6 873 | 40 | 245 |
| Akure | 30 | 981 | 8 304 | 33 | 277 |
| Oshuri | 26 | 935 | 7 147 | 36 | 275 |
| Western State | 107 | 3 889 | 29 198 | 36 | 273 |

110. It was not possible during the visit to obtain records of the number of inspections of primary schools carried out in the State, by Inspectorate Zone, in the 1972 school year. It was said that there was supposed to be a full inspection of each primary school every two years, but this frequency had not been adhered to for staffing reasons. It seems important that inspection should be carefully scheduled to ensure that all the schools are reguarly visited and the Ministry kept fully in the picture of the 'state of inspection' in the Zones, term by term.

Recruitment and Training

111. The academic and professional requirements for primary school Inspectors are;

(i) Nigerian Certificate in Education, or

(ii) Teacher's Professional or Associateship Certificate, or

(iii) United Kingdom Ministry of Education Teacher's Certificate.

These qualifications are obtainable after completion of a secondary grammar school course, or a Grade II Teacher's Certificate course. Candidates are expected to have at least seven years' teaching

experience. Vacancies are advertised, and appointments made after interview by the Western State Public Service Commission. On appointment, Inspectors are expected to be on probation for three years.

112. Promotion within each cadre of the Inspectorate (see Table 6) is by merit. In the case of the Primary Inspectors, there are the four grades of Assistant, Senior Assistant, Higher Assistant and Principal Assistant Inspector of Education, though there is only one established post in the last-named category. The salaries of inspectors and teachers holding the same qualifications are the same, though within the Inspectorate there are more chances of promotion. A Primary School Inspector can rise to the post of Principal Assistant Inspector on an initial salary of ₦ 4,680; whereas a primary school head can only become a Class I headmaster (i.e. of the largest school) on an initial salary of ₦ 1,384. Within the Primary Inspectorate, therefore, there are more opportunities for promotion than are to be found in several other States of the Federation. But promotion to the upper cadre and the higher posts of the service is dependent upon a university degree. Within the Primary Inspectorate certain Assistant Inspectors have special responsibilities for physical education, science, arts and crafts and home economics but they carry out general inspection duties. It may be desirable to extend this system to other subjects of the curriculum and to aspects of primary education such as school libraries or the use of the mass media, to assist in the process of curriculum development and the in-service training of teachers.

113. As soon as a group of Inspectors is appointed, a short induction courses is usually organised by the Chief Inspector to give them an insight into the duties of an inspector and the procedures to be

followed in an inspection. Not all the Inspectors met during this visit had attended such a course but those who had spoken of its value. In the Consultant's view, however, there is a good case for providing, possibly on a national or regional basis a longer, more thorough course of initial training for Primary Inspectors on appointment. It is a profession which, if it is to provide effective professional leadership to the schools and the teachers - which is its raison d'être - demands that its members have a deep knowledge and understanding of developments in curriculum and teaching method, of child development and sociology of the school and of methods of evaluating the work of the teacher and the child. The Inspector, too, as one part of the system of educational administration, should be made as familiar as possible with that system and the role he has to play. However good as a teacher he has a good deal to learn in the supervision and stimulation of other teachers. He clearly learns a good deal during his period of apprenticeship on the job; but if he comes to it as well-equipped as possible he is likely to be a better Inspector. The staffing of such a course of training requires a partnership between a University Institute of Education and - senior and experienced Inspectors - the latter being the best people to give training in the art and techniques of inspection and supervision.

114. There are a number of opportunities provided for the Primary Inspector to keep himself abreast of developments in primary education in the course of his career, and these are clearly of considerable benefit. Courses are provided by the Universities at the instance of the Ministry of Education. For example various Inspectors have attended courses at the University of Ife in English and Social Studies and at the University of Lagos in Mathematics and Science. In addition,

Inspectors are sent overseas periodically to attend courses ranging from 3 to 18 months duration, with bursary awards made by the Overseas Development Administration of the British Government.

115. There is at present no manual or handbook for Primary Inspectors to assist them in carrying out their inspection duties. It has been found that such a manual, if it suggests the criteria to be adopted in evaluating the work in various subjects of the curriculum and the conditions and life of the school as a whole, can be useful both to inexperienced and experienced Inspectors and also to school Heads in evaluating progress in their own schools. Primary Inspectors also need ready access to educational books and journals in the course of their work, and it would be very much to their advantage if there were Zonal Inspector libraries for their use. So too would be the provision of an information service for Inspectors, by means of regular bulletins, to which they contributed, which kept all those in the field in touch with interesting educational events and developments in primary education in the State and elsewhere.

Conditions of Service

116. Car loans, travelling and subsistence allowances are given to the Inspectorate as to other touring officers in the public service, and many Inspectors have their own cars. The maximum mileage however for which allowances are paid is 400 miles a month, and the allowance is soon used up, especially when schools are far apart in rural areas. Travel presents considerable problems, especially in bad weather when many roads are unmotorable by ordinary private car and the Inspector must go on bicycle or on foot. In the riverine areas of the State, many schools are accessible only by canoe.

117. Office accommodation for Primary Inspectors was acknowledged to be deficient in many areas, and clerical and typing assistance often inadequate. It was possible only to visit the Ibadan Zonal Office and the space available there for 15 Assistant Inspectors was certainly very congested. Inspectors are entitled to 35-45 days' leave a year, according to rank.

Functions and activities of the Primary Inspectorate

118. According to the Education Law of 1954, (quoted in paragraph 111 above) an Inspector may be required to perform all or any of the following functions:

(i) Provide the Commissioner with a knowledge of all institutions and their potentialities and with expert views on educational matters.

(ii) Assess and report on the efficiency of an institution by inspection.

(iii) Offer all possible assistance to teachers in maintaining educational progress.

(iv) Supervise, assess and report on the arrangements for the training of teachers.

(v) Maintain a thorough knowledge of educational developments through study, research and travel, and advance educational progress by the compilation of pamphlets and handbooks on general or particular aspects of education.

(vi) Establish and maintain relations with local and national, industrial and commercial enterprises and professional bodies, so as to enable the Commissioner to secure training schemes suitable in type and volume to their needs.

(vii) In addition, an inspector "may be required to perform any function which the Commissioner may from time to time specify".

No specific list of duties for Primary Inspectors was available.

119. The Primary Inspectors are expected to visit their schools on at least three days in a week and spend the remaining two days in writing reports, compilation of statistics, Parent/Teacher Association meetings, in-service training and other duties as may be specified by Headquarters. They submit to the Zonal Inspector monthly returns of their activities, and he, in turn, sends in to the Inspectorate Division of the Ministry a monthly return of the activities of all the Inspectors in his Zone. These activities are classified under the following headings:

| | |
|---|---|
| Full inspection | Week-end course |
| Routine inspection | Supervision of examinations |
| Brief Visit (for administrative purpose) | Conferences |
| Registration of Primary One | Office work |
| Grading | Registration statistics |
| Operation visitation | Correspondence and vetting of reports |
| Induction course | Principal Inspector's office consultation |
| In-service course | |

120. From the above list, it will be seen that the Inspectors have a good many administrative duties to carry out. Some indication of their day-to-day work was gathered from a meeting held by the Consultant with a group of 12 Assistant Inspectors in the Ibadan Zonal Office and their replies to a questionnaire. Those Inspectors who had been in post for a whole year had visited all or nearly all their schools

(about 45 each) in the course of the past year. Some, appointed in September 1972, had visited about half their schools. Only four visits were recorded for the purpose of a full inspection. The most common visits were the 'routine' inspection and even more the brief visit, or the visit for registration or operational purposes. The brief visit, it was explained, was often for the purpose of delivering circulars, instructions or notices to the schools; because of inadequate postal services, the Inspector often had to act as a messenger. As far as the other 'administrative' visits are concerned, the Inspector in the first term of the school year pays an operational visit to his schools to collect statistics on enrolments, the number of staff and their qualifications and other data, which he has to collate for returns made to the Ministry. During such visits, however, he will inspect the schemes of work for the year, take note of the provision of textbooks and teaching materials and give what professional help he can in the time available. In the second term, he has more opportunity for assessing and advising on the work of the school, though in this term he has to obtain information about the registration of pupils for entry in the following school year. In the third term he has to review staffing and accommodation needs for the coming year, examine development proposals and collect data on school buildings.

121. The position described above was corroborated by a study of a 'sample' monthly return of the activities of 15 Assistant Inspectors in the Ibadan/Oyo Zone, based at Zonal Headquarters. This showed that of 316 'inspector days' in that particular month in the current school year 41 (13 per cent) were spent on full or routine inspections; 144 (46 per cent) on brief visits mainly for administrative purposes, 36 (12 per cent) on running courses for teachers; and 95 (30 per cent)

on conferences and office work. As pointed out earlier in this paper 1973 is an exceptional school year inasmuch as it is compressed into two terms, and therefore administrative duties such as the collection and collation of statistics and examination supervision are spread over a shorter space of time. Nevertheless there appears to be an imbalance between the Inspector's administrative and professional duties. He would be able to devote more time to the latter if he were relieved of many routine tasks by the appointment of more administrative education officers to the Zones.

Inspection and Reporting

122. The full inspection, when it is undertaken, is a quite thorough review of every aspect of the school's work and life. The reports written do not follow any particular pro-forma, but those seen gave on the whole a clear and comprehensive picture of the school with detailed recommendations. The assessment of classwork, based on a scrutiny of the teacher's schemes of work, observation of lessons and examination of the pupils' workbooks, was quite detailed, but a rather more constructive lead might have been given by the Inspectors on new developments and approaches to the teaching of primary school pupils. Reports written after a full inspection and also after a routine inspection, after being vetted at Zonal Headquarters, are issued to the Head of the school, the local School Board, the Proprietor, the Ministry of Education, and a copy filed in the Zonal office. Recommendations to the Head are followed up in a subsequent visit. The local School Board is expected to take action on administrative recommendations, e.g. staffing, buildings, equipment and to inform the Zonal Inspector of such action. But there is some difficulty here on recommendations requiring additional expenditure,

as the School Boards get all their finance from Government and must work within the limits imposed. Material aid may however be provided by the Parent/Teacher Association as a result of an Inspector's visit and report. The Inspectors do not write official reports on the teachers - that is the responsibility of the Head of the school - but their advice is taken into account by School Boards when considering promotion to Headships and transfers.

123. During the Consultant's visits to Ibadan he had the opportunity of meeting a group of primary school Heads, who were attending an in-service course organised by the Inspectorate (see paragraph 131), and they kindly responded to a short questionnaire on inspection as it affected them and their schools. The great majority valued the Inspector's visit, particularly the routine visit when the Inspector could devote time to observing and assisting the teachers in their work, and to discussing the school's problems and offering suggestions for their solution. They wanted practical help and advice on teaching. "It is desirable that when Inspectors visit schools they come with new ideas and innovations and possibly demonstrate these before pupils and teachers" and "It will be much appreciated if our inspectors can come into our schools once in a while and give sample teaching of some subjects. It is not enough for an Inspector to come into a school to point out the teacher's faults...good cooperation can be achieved if they come into the schools as friends of teachers". Several spoke of the value of meetings of Inspectors with their School Committees and representatives of Parent-Teacher Associations in stimulating interest in their schools and help with material projects. Many referred to the importance of regular visits from an Inspector to keep them in close contact with the Ministry of Education. As one

Head put it, the Inspector "amongst other things is a 'helper' in solving administrative problems and an interpreter of government policies". One gained the impression from some replies that inspection was a means of influencing the School Boards to help with staffing and supplies of books and equipment to their schools.

124. Discussions with various Assistant Inspectors and with the Deputy Chief Inspector (in the absence of the Chief Inspector during the Consultant's visit) corroborated the view of several Heads that the routine advisory inspection was at least as valuable, if not more valuable, than the more formal full inspection, though the latter should be retained, at a rather longer interval than expected at present (viz. every two years). It seems desirable that the general 'strategy' of inspection should be kept under review by the Heads of the Inspectorate. Apart from the traditional inspection of individual schools by one or more Inspectors it may be profitable from time to time for a group of Inspectors to study some aspect of primary school education by conducting a survey in a sample of primary schools and producing a composite report with recommendations which had a wider circulation than the report on an individual school.

In-service Training

125. One of the important duties of the Primary Inspectors is to take part in the in-service training of teachers, both in upgrading and refresher courses. This work is coordinated at Ministry Headquarters by a Higher Assistant Inspector of Education, and in each Inspectorate Zone one of the Assistant Inspectors acts as zonal coordinator of in-service training, responsible for submitting to the Ministry at the beginning of each term a forecast of the refresher courses to be held and the number of teachers likely to be involved, and at the end of term a

return of what has been achieved. The Inspector at the Ministry issues regular reports to the Zones on the progress made. Refresher courses led by Inspectors are held on school days, often Fridays, at week-ends and during school holidays. The forecast programme sent in for the current term from the four Inspector Zones showed that courses were being planned in all the subjects of the primary curriculum as well as in school administration and in the use of teaching aids; and that over 1,000 teachers were likely to be involved. This reflects well on the Inspectorate and on the planning and coordination carried out in the Ministry and in the Zones. The Inspectors are also involved in the upgrading scheme for underqualified teachers described in paragraph 109 above. The Consultant, as mentioned in paragraph 129, was able to visit one session of a course being held at the British Council offices in Ibadan for the heads of large primary schools in the city on school organisation. This course, which was organised by the Ibadan Inspectorate and had been opened by the Chief Inspector of Education, was spread over ten weeks (two days in each week for two different groups of Heads) and each session devoted to a lecture given by an official of the Ministry or a Head, followed by group discussions. The discussion heard revealed considerable interest on the part of the Heads and a marked degree of cooperation between them and the Inspectors present in seeking solutions to problems of the curriculum and of teaching.

Curriculum Development

126. Some Inspectors are members of the Primary School Syllabus Committees, engaged in revising existing syllabuses. The impression is, however, that the Primary Inspectorate as a whole needs to be more deeply involved in the process of curriculum reform and renewal, through

workshops, seminars and discussion groups in association with teacher trainers, Heads of schools and members of Institutes of Education, in order to give the necessary lead in the schools. It is to be hoped that they will be closely associated with the trials and evaluation of the new syllabuses as they are introduced into the 'pilot schools' selected for this purpose. They should also be encouraged to undertake some research and original study themselves in particular subjects or areas of the curriculum. This is not to suggest that the Primary Inspectors should become subject specialists to the exclusion of their general responsibilities for the supervision of their schools. But, the present system whereby some Inspectors have particular responsibilities for certain subjects might be extended, so that their special interests complemented one another in inspection visits and in-service training, and the schools and teachers benefited from greater expertise.

Textbooks and audio-visual aids

127. The Inspectorate through the State Textbook Committee recommends textbooks, and other books for use in the primary schools. The Head of the school, however, can exercise some choice in the books he adopts. The School Boards are responsible for supplying the books which the pupils buy. The Boards are also expected to supply audio-visual aids. The Audio-Visual and School Broadcasting Section of the Ministry is responsible for the design and issue of visual aids, such as charts, diagrams and posters, for the loan of projectors and films, and for writing the programmes for radio and television broadcasts. It seemed, however, from a visit to this Centre that its materials and programmes were mainly designed for secondary schools and teacher training colleges, and relatively little was being

produced for the primary schools. Primary Inspectors make use of the services of the Centre for in-service courses they conduct. But much more needs to be done to enrich the teaching and learning in the schools by a more abundant supply of visual materials and by greater use of radio and television programmes, especially written and produced for younger children.

Examinations

128. As in other States the Primary Inspectors are responsible for the general supervision of the primary school leaving examination and the common entrance examination to secondary schools which is set by the West African Examinations Council, though several of the secondary schools in the State set their own entrance examinations. They also supervise the leaving examination in the secondary modern schools, and take a prominent part in the assessment of teaching practice undertaken by students in the Training Colleges. Examination duties therefore loom quite large in their work at particular times in the year. The inspection of the training colleges is, however, undertaken by Inspectors from the upper cadre of the Inspectorate, i.e. Graduate Inspectors.

MID-WESTERN STATE

129. The Consultant's short visit to this State took place very soon after a radical reorganisation of the Ministry of Education and of the administrative structure of education, and many officials were just assuming their new responsibilities. In the reorganisation of the Ministry the Inspectorate Division had been reconstituted as a single graduate cadre responsible for the inspection of both primary and post-primary institutions. The Primary Inspectorate as a separate cadre had ceased to exist and the new Inspectorate had not been recruited, only the Chief Inspector of Education as head of the new Service being in post. In this interim period the inspection of schools was in abeyance. It is therefore only possible in this particular study to indicate the main features of the reorganization and comment on the changes that are planned.

Administration of education

130. By the Education Edict of 1972 (1), published in March 1973, every educational institution in the State is transferred to and vested in the State, with compensation to be paid to the former proprietors and managers, viz. the Voluntary Agencies and Local Authorities, and a unified teaching service is established for all teachers employed in Government institutions.

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(1) Edict No. 5 of 1973 - The Education Edict, 1972. Mid-Western State of Nigeria, No. 17, Volume 10, 26 March 1973.

The Ministry of Education in Benin City is to be concerned with educational policy. A State Board has been established, consisting of a full-time Chairman and two full-time and two part-time members, appointed by the Military Governor, and a secretary. The functions of the State Board are set out in the Edict as follows:

(a) Administration of the Unified Service, including in particular, power to appoint, transfer, post, promote, dismiss and exercise disciplinary control over teachers in primary and post-primary institutions and over other staff of the Board.

(b) Management, repair and maintenance of all public institutions.

(c) Coordination of local education plans.

(d) Compilation and maintenance of teachers' records.

(e) Review and revision of annual budgets for primary and post-primary institutions and preparation of annual statistics for the Board.

(f) Payment of teachers' salaries.

(g) Internal auditing.

(h) Such other related matters as may be assigned to the Board by the appropriate authority.

But "it shall be lawful for the Board to delegate to the Divisional Boards, power with respect to the appointment, posting, transfer and disciplining of teachers in primary institutions."

131. There are also established in the 14 administrative divisions of the State and in the Benin City Council area, Divisional Educational Boards, with the same number of full-time and part-time members as on the State Board, appointed by the Military Governor. The functions of the Divisional Boards are set out as follows:

(a) General administration of institutions in their area of authority.

(b) Local education planning

(c) School repairs and maintenance (with limits on expenditure).

(d) Purchase of school equipment and supplies and keeping of up-to-date school inventory.

(e) Collection of school statistics.

(f) Local arrangements for examinations.

(g) Local arrangements for and organization and supervision of adult education and literacy campaigns.

(h) Establishment and direction of school committees and support for parent/teacher associations.

(i) Supervision and management of institutions and implementation of reports and recommendations of School Inspectors on primary and post-primary institutions.

(j) Appointment, posting, transfer and discipline of teachers in primary institutions and of post-primary teachers on temporary appointment as well as of junior staff of the Board within the area of authority of the Divisional Boards.

(k) Payment of salaries of the staff of the Board.

(l) Review and revision of budgets for primary institutions.

(m) Internal accounting.

132. Both the State Board and the Divisional Boards are divided into the two divisions of Educational Administration, and Finance and Establishment, staffed with executive officers who are civil servants of rank varying from Chief Education Officer (in the case of the Secretary of the State School Board) to Assistant Education Officers. The former Deputy Chief Inspector of Education for Primary Education and Teacher Training has become the Secretary of the State Board. All the former Assistant Inspectors of Education - the former Primary Inspectorate - are now absorbed into the Divisional Boards (Administration Divisions), as Assistant Education Officers responsible for administrative supervision of the primary schools, but not for professional inspection.

Ministry of Education

133. Between 1970 and March 1973, the Chief Inspector of Education was the professional head of five divisions in the Ministry; Primary and Teacher Training, Secondary and Vocational, Higher

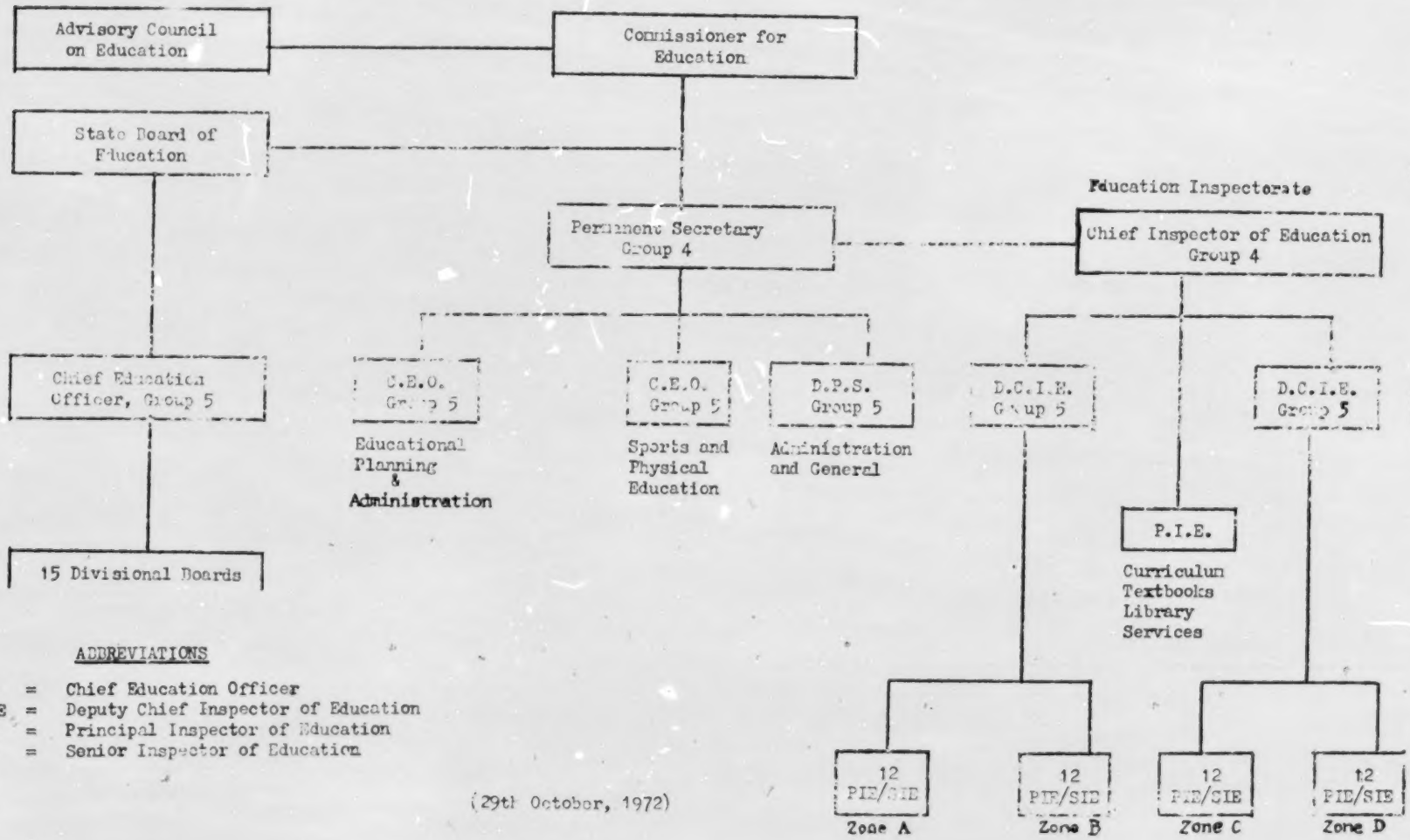
Education, Planning, and Administration and General. In the field, there were two cadres of the Inspectorate, for primary and post-primary institutions respectively.

Inspectorate

134. From Chart 3 it will be seen that, at Headquarters, the Education Inspectorate, under the Chief Inspector of Education, who is the same rank as the Permanent Secretary, becomes a separate division, responsible for the professional inspection of educational institutions and for curriculum, textbooks and library services, but not, as in other States visited, concerned directly with the planning and administration of education. This Inspectorate becomes a single cadre for the inspection of both primary and post-primary institutions and will be recruited from experienced graduate teachers and former post-primary Inspectors. The Chief Inspector will have, at Headquarters, two Deputies, each of whom will be responsible for the planning and control of inspection in two of four Inspectorate Zones; and in each Zone there will be 12 Inspectors of Principal or Senior Inspector rank, responsible for the inspection of all schools in that Zone. The proposed establishment will consist of 56 posts, as follows:

- 1 Chief Inspector of Education;
- 2 Deputy Chief Inspectors;
- 17 Principal Inspectors;
- 36 Senior Inspectors.

Chart 3 : Mid-West Ministry of Education. Proposed Organisational Structure




ABBREVIATIONS

CEO = Chief Education Officer
DCIE = Deputy Chief Inspector of Education
PIE = Principal Inspector of Education
SIE = Senior Inspector of Education

(29th October, 1972)

135. The minimum academic and professional qualifications for Senior Inspectors will be a recognized degree plus a Teacher's Diploma or Certificate and several years of teaching experience. Higher ranks will be filled by promotion. Recruitment will be by the State Public Service Commission and newly appointed Inspectors will serve a three-year probation. Preliminary training will be in the form of induction courses given by the most senior officers of the Inspectorate with the cooperation of institutions of higher education, but it is not stated how long such courses will last. It is envisaged that the Inspectorate will be a career service with very little interchangeability with other branches of the education service.

136. The number of schools to be assigned to each inspector is still to be determined. It is required that two visits a year should be paid to each school, one supervisory visit and one inspection visit.

137. The legal basis for the functions of the Education Inspectorate is established in Part V of the Education Edict of 1972, in the following terms:

"(23) It shall be the duty of the Education Inspectorate of the Ministry to cause inspection to be made of every institution at prescribed intervals and subject to such directives as the appropriate authority may from time to time give.

(24) An Inspector may be required to perform all or any of the following functions:

(a) assessing and reporting on the efficiency of every institution, including its staff;

(b) furnishing the Ministry and the Board with up-to-date information about the educational standards, problems and potentialities of the institutions inspected;

(c) offering all possible assistance to teachers in maintaining educational standards;

(d) examining such school records as are required to be kept by institutions under this Edict;

(e) such other related functions as the appropriate authority may from time to time assign to him".

138. The essence of the Inspectorate, therefore, is that it will be engaged exclusively in inspection and the professional advancement of education, such as curriculum planning and development, but will not be engaged in educational administration and planning, except in a consultative capacity. It will advise on textbooks and audio-visual materials, but the supply of these will be the responsibility of School Boards. It will liaise with the Educational Broadcasting Unit of the Ministry to provide effective evaluation of programmes. It will not be responsible for the appointment and promotion, etc., of teachers, but the reports of inspections will influence promotions made by the School Boards.

139. The main reasons given for the new structure and functions described above were that the former Primary Inspectorate was continually understaffed and engaged in much routine administration to the detriment of their professional activities. Dissatisfaction

was also expressed with the academic and professional quality of many Primary Inspectors, which led to lack of confidence in them by the teachers they inspected. A graduate Inspectorate would it is thought command more prestige and respect; and freed from administrative responsibilities, they would be able to devote themselves fully to visiting schools, assessing work and advising teachers.

140. Though, at the time of the Consultant's visit, this new structure of the Inspectorate was not yet operating, and it is much too early to assess the contribution it will make to improving primary inspection, certain implications of the change as they affect primary education merit consideration.

Primary education

141. According to the Unesco feasibility study, referred to in the other sections of this paper, Mid-Western State has the highest primary enrolment ratio of all the States in the Federation: 92.1 per cent in 1971; and also the highest secondary enrolment ratio; 15.8 per cent in 1971. The following figures on primary education for March 1973 were supplied to the Consultant:

- Number of primary schools.. .. .. .. 1,551
- Number of primary teachers. .. .. .. 14,489
- Number of primary pupils .. .. .. .. 474,281 (boys: 268,264; girls: 205,659)

The average primary school, therefore, has c. 300 pupils and 10 teachers.

Staffing of the Inspectorate

142. With the proposed establishment of 48 Inspectors for the four Zones (Chart 3), if each Senior or Principal Inspector had a full assignment of schools, he would on average be responsible for

32 primary schools and 320 teachers. In addition, he would be responsible for the inspection of post-primary institutions. In 1971 (latest figures available), there were 138 such institutions with a teaching staff of 2,153 and 49,014 pupils/students. In these studies of primary inspection in other States in Nigeria and in other countries, it has been suggested that a ratio of one Inspector to c. 150 primary teachers, with some variation allowing for location of schools, is necessary, if the Inspector is to maintain frequent contact with the whole teaching staff, through regular inspection and advisory visits and through in-service training. On that assumption, the new Inspectorate would be responsible for twice that number of primary teachers and also for inspecting the post-primary institutions. The Chief Inspector, in discussion, pointed out that the effectiveness of the Inspectorate should be judged not merely by the number of inspection visits made, but by the influence that a well-respected and well-qualified Inspector could exert in his area by, for example, a good deal of in-service training, by producing notes of guidance for the teachers and by drawing up lists of books and equipment for the Divisional Boards to supply to the schools. This view commands a good deal of respect; but it is important that the Inspector should be in the classroom with the teacher and pupils as much as possible and know and help to develop each teacher's capability and potential. Only about 55 per cent of the teachers in the primary schools are fully trained (Grade II Certificate or above), and therefore a great deal of help is needed from the Inspector.

Training

143. An important question is how far will a wholly graduate Inspectorate, recruited quite largely from those with experience of teaching their subject in a secondary school, though some will come from the staff of primary teacher training colleges, be readily in a position to give the professional assessment of work and practical and realistic advice needed by the primary teachers. This was discussed both in the Ministry and with members of the State Board and of Divisional Boards, whom the Consultant had the pleasure of meeting. It was generally acknowledged that there are significant differences in the inspection of primary and secondary schools and a different approach is necessary. Subject expertise is valuable, but much more is needed if the Inspector is going to give a lead in the development of primary education: knowledge of how young children learn; the ability to take a synoptic view of the whole curriculum and how 'subjects' are inter-related; skill in showing the teacher how to use the environment of the school and to make his own teaching and learning materials - these are only some of the qualities needed by the good Primary Inspector. Thorough training, therefore, will be necessary of those Inspectors who have little experience in primary schools, except their own primary education a good many years ago, combined, if possible, with some practical experience of teaching in a primary school.

144. The Headmasters' Institute on the temporary campus of the University of Benin, likely soon to be assimilated with other institutions into an institute or school of education of the university, could contribute to such training of Inspectors. This Institute provides, at present, a one-year course for men with a minimum Grade II qualification, with ten years of teaching experience, and five as a Head, and also for experienced women teachers, not necessarily Heads. Its present course covers the main subjects of the primary curriculum and also school administration and organization.

Curriculum development

145. As stated above (in paragraph 138), the Inspectorate will have major responsibility in curriculum planning and development and in the in-service training associated with it. There is much to be done in the primary field. A Committee, established in 1970, to review primary curriculum has not yet made substantial progress. No draft syllabuses have yet been issued, except in primary science and mathematics, where considerable advance has been made by the Unesco/Unicef-assisted Primary School Science Centre, situated on the campus of the Advanced Teacher Training College at Abraka, which was visited. This Centre, established in 1969, takes in 50 teachers a time on a three-month course and is producing a full range of workbooks, teachers' guides and curriculum materials, which are being tried out in 100 'pilot schools' in the state. This is a well-conceived and well-executed enterprise which sets a model of development for other aspects of the primary curriculum.

Relations with Divisional Boards

146. The recently established Divisional Boards are in an early stage of organization and of finding suitable accommodation. They have assumed the managerial responsibility for the schools in their areas, many of which are housed in dilapidated premises and are short of necessary equipment, and many of the teachers are undertrained or untrained. In the towns most of the primary schools work on a double shift basis. The former Assistant Inspectors, as noted above (see paragraph 132), now become administrative officers of the Boards, charged with visiting the schools and reporting back to the Board on staffing, building and equipment needs and dealing generally with the schools' problems. It will also be their responsibility to see that recommendations made by the Inspectors in their reports on schools are put into effect. As the schools will be visited by two sets of officials, the Inspectors and the Assistant Education Officers, it will be necessary that good working relationships be established between the two and a clear understanding established of their respective functions.

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LAGOS STATE

147. In the time available to the Consultant, it was possible to pay only a brief visit to the Lagos State Ministry of Education and Community Development for a discussion with the Chief Inspector of Education and several of her Primary Inspector colleagues. The follwing account of Primary Inspection is largely based on the documentation readily provided by the Chief Inspector in

Primary Education

148. The State is divided for education purposes into five Divisions. There are four categories of schools and colleges: Government, Local Authority, Aided and Unaided; the largest proportion of the primary schools (68 per cent) being Aided, i.e. operated by Voluntary Agencies and other approved bodies. In 1970, the latest year of published Statistics of Education, the position of primary education in the State was as follows:

Table 8: Primary Education in Lagos State

| No. of schools | Number of teachers | | | Number of pupils | | | Average number pupils | |
|---|---|---|---|---|---|---|---|---|
| | M | F | MF | M | F | MF | per school | per teacher |
| 435 | 4,040 | 3,227 | 7,267 | 112,981 | 114,579 | 237,560 (ii) | 524.4 (i) | 32.7 |

N.B. (i) The average number of pupils in each of the Lagos City schools was 1,066.

(ii) The enrolment in primary schools had risen to 243,350 in 1972, but corresponding figures in the above table were not available.

149. In the Unesco feasibility study, referred to in the other State studies, it is estimated that the primary enrolment ratio in Lagos State in 1970 was 88.6 per cent, second in the country only to Mid-Western State, and is likely to rise to 100 per cent in 1976. There are, however, very severe problems of providing school accommodation. Available land in the city area is scarce and at a very high premium and building costs are increasing very rapidly. Many of the city schools are said to be very overcrowded and running on double shifts, as in other cities in Nigeria.

150. Of the teaching force of 7,267 in 1970, 67 per cent had qualifications of a Grade II Certificate or above, a higher proportion than in other States visited. The biggest proportion of uncertificated or untrained teachers was in the unaided schools.

151. There were five Primary Teacher Training Colleges (one Government, four aided) in the State in 1970, with 653 students in all (427 men, 226 women). There were 55 teaching staff in these colleges, of whom about half were graduates and half well-qualified non-graduates.

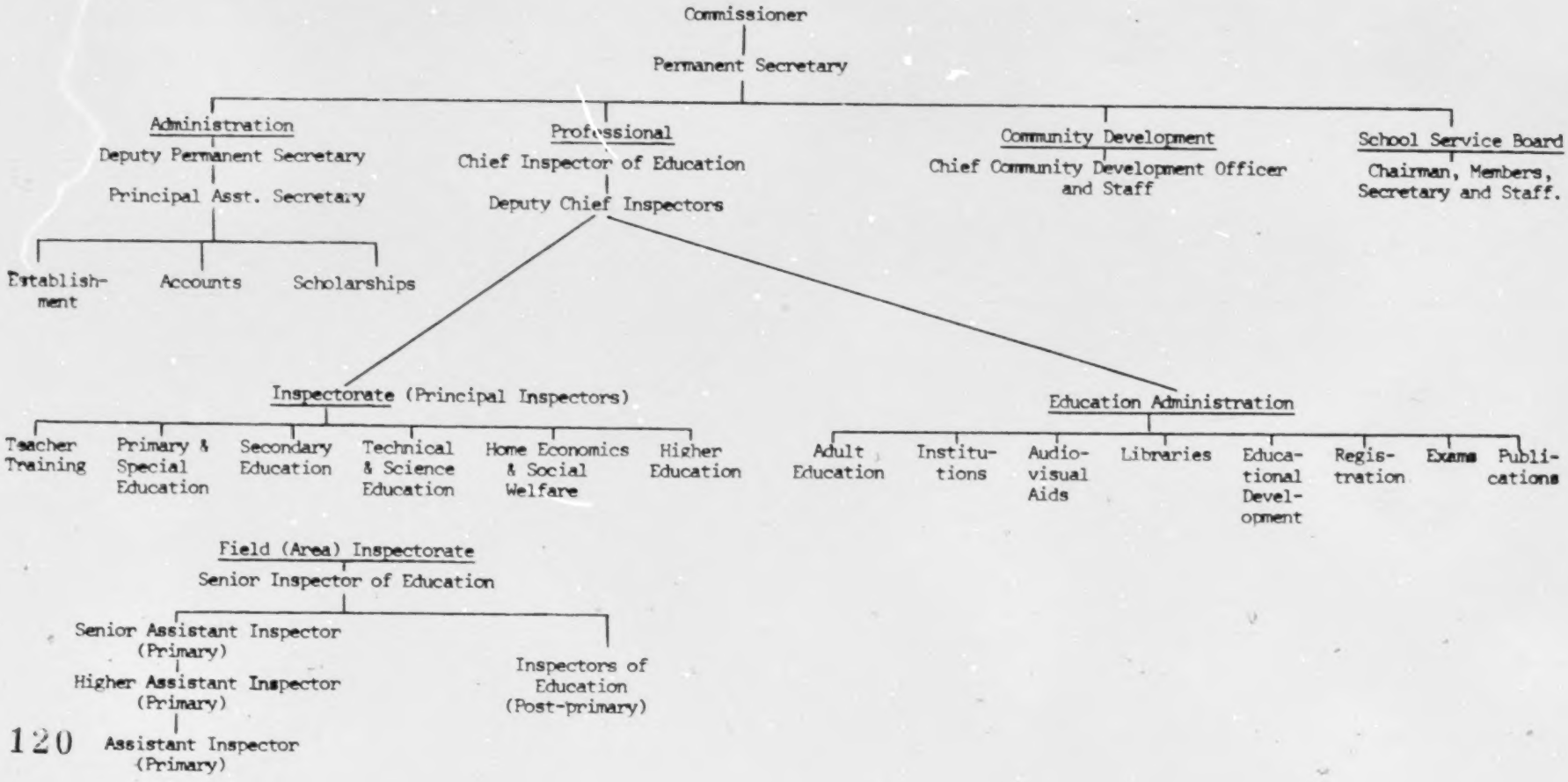
Primary curriculum

152. In 1971, Lagos State introduced a new primary curriculum prepared by committees established under the University of Lagos into Class 1 of the primary schools. It has now reached Class III and the complete curriculum is to be in use by 1976. Three-week induction courses for c.2,000 teachers a time from Classes I, II and III, were conducted in 1971 and 1972 at the University Institute of Education, tutored by leaders trained for primary curriculum reform in the Associateship programme of the Institute. This has evidently been a well-planned and well-executed enterprise and reflects much credit on all concerned.

Organization

153. The organigramme in Chart 4 below shows the present structure of the Ministry of Education and Community Development and the position of the Inspectorate at headquarters and in the field. From this it will be seen that the Chief Inspector of Education, with her

Chart 4 : ORGANIGRAMME OF LAGOS STATE MINISTRY OF EDUCATION



Deputies, has responsibility, under the Permanent Secretary, for both the Inspectorate Division, which is divided into six sections, each headed by a Principal Inspector, together with the Field Inspectorate, and also the Division of Educational Administration, similarly divided into a number of sections. The professional and administrative/developmental aspects of education are, therefore, closely interlinked at headquarters as in many other States in the Federation. It is evident as later sections of this short study of Lagos State show, that the Chief Inspector maintains a strong professional leadership of her colleagues working in the schools.

154. In the field, there are two branch offices of the Inspectorate, one in Yaba, for Lagos Division, and one in Ikeja for the other four Divisions. Each of the branch offices should (1) be headed by a Senior Inspector of Education, responsible for the planning and supervision of all inspection activities in his area, with Inspectors of Education for the inspection of post-primary institutions and Assistant Inspectors (Senior, Higher and Assistant) for the inspection of primary schools.

Staffing

155. Table 9 shows the general staffing position of the Inspectorate at the time of the Consultant's visit, with the number of those in post set against the establishment authorized by the current budget:

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(1) There are no Senior Inspectors in post at present (see paragraph 146).

Table 9: Staffing of the Inspectorate, May 1973

| Number authorized | Establishment | No. in post | Vacancies |
|---|---|---|---|
| 1 | Chief Inspector of Education | 1 | - |
| 2 | Deputy Chief Inspectors of Education | 1 | 1 |
| 9 | Principal Inspectors of Education | 7 | 2 |
| 17 | Senior Inspectors of Education | - | 17 |
| 20 | Inspectors of Education Grade I | 1 | 19 |
| 4 | Inspectors of Education Grade II | 1 | 3 |
| 5 | Senior Assistant Inspectors | 3 | 2 |
| 8 | Higher Assistant Inspectors | 3 | 5 |
| 40 | Assistant Inspectors | 21 | 19 |
| 106 | Total establishment | 38 | 68 |

The general staffing position is therefore serious with only 38 out of the 106 authorized posts filled. It is particulary serious in the Senior Inspector/Inspector grades, responsible for post-primary inspection.

156. Table 10, compiled from lists supplied by the Chief Inspector, shows the average number of schools and teachers assigned to the Assistant Inspectors working from the Yaba and Ikeja offices of the Inspectorate. The former covers the Lagos Division and the latter the Ikeja, Epe, Badagry and Ikorodu Divisions.

Table 10. Assignments of Assistant Inspectors, 1972

| Inspectorate Office | Number of Assistant Inspectors | Primary Schools per Assistant Inspector | Primary Teachers per Assistant Inspector |
|---|---|---|---|
| Yaba (Lagos) | 9 (1) | 14 | 521 |
| Ikeja | 10 | 30 | 356 |
| Lagos State | 19 | 23 | 434 |

(1) In addition there is one Assistant Inspector responsible for six special schools with 51 teachers.

157. In Lagos Division, which covers all the city schools, the average primary school has about 1000 pupils and 34 teachers; and, therefore, though each Assistant Inspector averages 14 schools he or she must supervise the work of over 500 teachers. In the Ikeja area, the average primary school in the three Divisions of Epe, Badagry and Ikorodu has about 200 pupils and 7 teachers, and the Inspector has correspondingly more schools and fewer teachers. The ratio of Assistant Inspectors to primary teachers in the State as a whole is 1:434. If one includes the services of the 6 Higher Senior Assistant Inspectors in post, who take part in inspection and supervision but have no specific assignment, the average ratio becomes one Inspector to 330 teachers. In our studies of primary school inspection in developing countries we have estimated that it is desirable to have one Inspector or supervisor to about 150 teachers, if the latter, many of whom are undertrained, are to get full support and advice from an Inspectorate through regular classroom visits and in-service training, particularly

at a time when the primary curriculum and teaching methods are undergoing a radical change in many countries. By this calculation the Primary Inspectorate in the State is very much understaffed with the present numbers in post. But if all the 26 vacancies in the authorized establishment of the Primary Inspectorate (Table 9) were filled there would in fact be one Inspector to about 155 teachers. It is therefore hoped that it will be possible to recruit the additional number of Inspectors required as soon as possible.

Recruitment and Training

158. The basic qualifications required of an Assistant Inspector are either: (a) a Grade I Teacher's Certificate, with the London University Professional Certificate and at least five years' teaching experience as a certificated(Grade II) teacher; or (b) The Nigerian Certificate in Education, followed by five years' post-NCE teaching, except that substantial experience as a Grade II teacher, prior to the NCE course, is taken into consideration.

159. Applications for appointment are made to the State Public Service Commission. These are forwarded to the Chief Inspector for screening and returned to the Commission, with comments. The Commission then interviews recommended candidates and makes the appointments. Newly appointed Inspectors serve a three-year probation, as other civil servants.

160. Promotion is usually by seniority, though efficiency and industry are taken into account. The normal path of promotion is from Assistant to Higher Assistant to Senior Assistant Inspector. But, as in other States, promotion beyond the Assistant Inspector grades depends on obtaining a university degree.

161. No preliminary training is given to the Inspector. He, or she (many of the Assistant Inspectors in the State are women), learns on the job by accompanying experienced Inspectors to schools, under the supervision of senior members of the Inspectorate staff in the Area offices. Professional meetings of the Inspectorate staff are arranged from time to time by the Heads of the Inspectorate. This lack of a thorough initial training course is a weakness. Though working with an experienced Inspector in the early stages is useful, there is a great deal for the newly-appointed Inspector to learn about the art and techniques of inspection and evaluation and about the conduct of in-service courses and also about new developments in the content and methodologies of primary school education, so that he comes to a new profession as well equipped as possible to give practical help and advice in the schools. And, such is the pace of change in education, he needs constant opportunities for self-renewal through workshops, seminars, etc., during his service.

162. Much, however, is done by the Chief Inspector to stimulate her colleagues to keep abreast of new ideas and practices by regular circular letters on different topics. Examples seen were on 'Creativity in the primary school'; 'The Role of Inspectors with respect to radio/TV lessions'; and a 'Guide to the working system of the Professional Division'. The latter, besides containing useful information about the whole system and guidelines for the writing of inspection reports gives a reading list for Primary Inspectors and suggestions for books in Area Inspector libraries. One passage in particular from this 'Guide' deserves quoting for its succinct expression of her philosophy of inspection:
"Each inspection report should reflect the true and main function of a school Inspector, which is that of an 'adviser to teachers'. He is to provide by every possible means, concrete and constructive advice to teachers, so that the quality of education in schools may improve".

163. Functions and activities

The work of the Primary Inspectorate is planned in each Area Office, and coordinated at Headquarters, and it was evident from the information supplied that this planning and coordination was carefully carried out. A programme for the year is drawn up and then a programme for each term, and the monthly itineraries of Inspectors are planned in accordance with these programmes. Regular returns of Inspectors' work are forwarded from the Area Offices to Ministry Headquarters and these were readily available.

164. It was estimated by the Chief Inspector that about 50 per cent of the Assistant Inspectors' time was given to visiting schools on professional matters. The remainder of their time is spent on a wide range of activities, listed as follows:

(i) Collection of statistics on behalf of the School Service Board (responsible for staffing control) or the Statistics Section of the Ministry.

(ii) Delivery of various types of circular letters to schools - largely due to the poor postal services.

(iii) Investigation of illegal collection of money from pupils and other malpractices among teachers.

(iv) Inspection of poor and dangerous buildings.

(v) Maintenance of discipline - settling of trouble between teachers.

(vi) Helping in the organization of pupils for the Children's Day Rally, visiting of Head of State of Nigeria, or of other foreign countries to Nigeria.

(vii) Attending Parent/Teacher Associations.

(viii) Attending conferences and seminars.

(ix) Conducting week-end induction and vacation courses for teachers.

(x) Checking of transfer certificates of pupils from other States.

(xi) Checking of Teacher's Certificates on the completion of teacher's registration forms.

(xii) Supervision of registration and allocation of new entrant to schools.

(xiii) Attending meetings on Special Purposes Grants.

(xiv) Writing of reports.

(xv) Taking part in the preparation for Annual Festival of the Arts.

(xvi) Taking part in the preparation for the Festival of Sports in the State and other ceremonial events.

(xvii) Supervising and invigilating examinations.

(xviii) Dispatch of letters and circulars.

165. The above list has been given here in full because it illustrates the wide range of duties that a Primary Inspector, in Lagos State, and indeed in many other States of Nigeria, is expected to carry out, in addition to his main task of assessing and advising on the work of the school and the teachers to 'improve the quality of education'. Many of them could be carried out by administrative officers, with a suitable educational background, thus enabling the Inspectors to concentrate more on their real professional functions.

166. It is expected that each school should be paid at least three short visits a year by the Inspector and that a routine inspection be carried out twice a year. Lagos State was the only State visited

which supplied the Consultant with a detailed record of the number and kind of visits paid by a group of Primary Inspectors to their schools in the past year. This record has been analysed in the following table:

Table 11. Analysis of number and kind of visits paid by a group of Inspectors in Lagos State, April 1972 - March 1973

| Inspector | No. of schools assigned | No. of short visits | No. of routine inspections | No. of full inspections | No. of follow-up visits |
|---|---|---|---|---|---|
| A | 20 | 65 | 7 (2 or 3 days) | 1 | - |
| B | 15 | 80 | 7 (2 days) | 1 | 3 |
| C | 33 | 83 | 12 (2 or 3 days) | - | 1 |
| D | 28 | 84 | 10 (1 or 2 days) | - | - |
| E | 13 | 106 | 7 (3 or 4 days) | - | - |
| F | 40 | 61 | 4 (1 or 2 days) | - | - |
| G | 66 | 42 | 11 (1 day) | 5 (1 day) | 5 (1 day) |
| H | 17 | 65 | 6 (4 or 5 days) | - | - |
| J | 20 | 39 | - | - | - |
| Total 9 | 252 | 625 | 64 | 7 | 8 |

167. From the above sample it will be seen that on the average the number of 'short' visits paid to each school during the course of the year came close to the expected requirement of three such visits. These would probably be more concerned with administrative duties of the kind specified in paragraph 164, though no doubt the opportunity was taken by the Inspectors when possible to concern themselves with the work of the teachers or pupils in the classroom. Only about a quarter of the schools, however, received a routine or full inspection (very few of the latter), whereas the Chief Inspector's memorandum to the Consultant stated that there should be two routine inspections of each school in a year, in addition to the three short visits. It would seem from this sample that because of staffing shortages in the Inspectorate and their range of administrative duties the schools are not getting the professional supervision and support that they need.

Reporting

168. Inspection reports, of which examples were seen, are written according to the guidelines laid down by the Chief Inspector, but no pro-forma is used. A routine inspection is followed by a short, but quite thorough report, which is sent to the proprietor or manager of the school with a covering letter from the Senior Area Inspector, calling attention to the main points requiring action. A copy is also sent to the Head. The full inspection report is a much fuller document (an example seen

ran to 12 typewritten foolscap sheets) and goes into considerable detail on every aspect of the school, with a full list of staff, their qualifications and salaries. This is also sent with a similar covering letter to the manager and a copy to the Head.

169. In the reports seen, the assessment of every lesson inspected was very thorough and detailed, with attention drawn rather more to shortcomings on the part of the teachers and pupils than to good work. The reports seen, however, lacked more general constructive advice on principles of teaching and learning, common to all subjects, that might lead the teachers to involve their pupils more actively in the whole process.

170. The appointment and promotion of teachers are the responsibility of the School Service Board, although the Principal Inspectors of Primary Education attend the meetings of the Board and the Inspectors' knowledge of an recommendations about individual teachers is taken into account. But, there is no official greading of teachers by the Inspectors.

171. The following additional information was supplied by the Chief Inspector on other activities of the Inspectorate:

(a) The Area Officers of the Inspectorate hold regular staff meetings. There are regular conferences for Headmasters, conducted by the Inspectors, on general activities in the schools. Conferences for the managers and proprietors of schools are also arranged by the Inspectors at which the Ministry officer in charge of grants-in-aid is usually present.

(b) Some Inspectors help in the planning and development of primary school syllabuses through liaison work and inspection reports.

(c) Inspectors organize week-end induction courses for teachers.

(d) They assist in educational planning through suggestions made to the Chief Inspector from experience arising from school inspections.

(e) Some Inspectors serve on the committee set up to review and recommend textbooks for use in the primary schools.

(f) The Audio-visual Section of the Ministry, which is under the direction of the Chief Inspector, supplies radios and television sets to schools, and organizes workshops and seminars for teachers and teachers in training.

172. The impressions gained from the above account of the Primary Inspectorate in Lagos State, and the discussions held at the Ministry, is that it is well led by the Chief Inspector, it is closely involved in educational developments, and it is interested in the job it is doing. But the main obstacles to fulfilling its main role as 'advisers' to teachers, is that there are too few Inspectors, they have too many routine administrative duties to perform and they need more opportunities for training and professional self-development.

THE FEDERAL INSPECTORATE

173. The case for establishing a Federal Inspectorate, which has been under review for some years, appears to rest on two main considerations. First, the degree to which each of the twelve States can be self-sufficient in terms of professional manpower and of finance in providing an adequate service of inspection and supervision of all the educational institutions for which it is responsible. Secondly, and perhaps more positively, the need to reinforce the work of separate State Inspectorates, with a national professional body whose individual and collective knowledge and experience of educational standards and developments in the different States could help in disseminating good educational ideas and practices through the schools of the country, and contribute to the formation of national education policy and strategy.

174. As regards the first consideration, it is clear that, at the present time, the States are, for the most part, unable to provide a fully adequate service of inspection and supervision, particularly of their post-primary institutions, but also, as this study has shown, of their primary schools. On the second point, the setting up of a Federal Inspectorate would seem to be a logical development of the cooperation achieved between the Federal Government and the States in the establishment of the National Educational Research Council, and in the National Curriculum Conference of 1969 and subsequent conferences which have provided much of the impetus for curriculum reform and development in the individual States.

175. The decision has now been taken to set up a Federal Inspectorate and a Chief Federal Inspector has been appointed to organize the service and recruit a team of Inspectors. The following establishment has been proposed, though, at the time of the Consultant's visit, not all the posts had been approved by the Federal Ministry:

- 1 Chief Inspector;
- 1 Deputy Chief Inspector;
- 3 Assistant Chief Inspectors for Primary, Secondary and Technical/Commercial Education;
- 5 Senior Principal Inspectors;
- 36 Principal Inspectors.

The Chief Inspector, the Deputy, Assistant Chief Inspectors and two of the Principal Inspectors are to be based at the new headquarters in Lagos, though they will, it is expected, regularly take part in inspection themselves. The 36 Principal Inspectors are to be based in the States, three to each State, but would not usually be citizens of the State in which they worked, though some might be.

176. At the time of this visit, 27 had been selected for the service, though appointments had not yet been officially confirmed, and recruitment was continuing. Of those selected so far, eleven are members of State Inspectorates, eight have had some inspecting experience and eight no such experience. Four of those appointed so far are non-Nigerians from overseas.

177. In the early stages, the main function of the Federal Inspectors will be to assist the States in the inspection of post-primary institutions (secondary grammar, technical/commercial and teacher training) and through in-service training of teachers and curriculum development. The Inspectors being appointed, either from State Inspectorates or from schools or colleges, are therefore being selected on their subject qualifications and inspecting/teaching experience. To date, appointments covered the following areas: English, history, geography, cultural arts, mathematics, the sciences, commercial and technical education and general school organization.

178. The need for similar assistance in the field of primary inspection and training is acknowledged, but there are no immediate plans for providing it, though one of the Assistant Chief Inspectors' posts is designated for primary education. The evidence provided by this study of primary inspection in certain of the States, points to the pressing need for more and better inspection and supervision of primary schools, for coordinating and extending the development of the primary curriculum and for improved selection and training of Primary School Inspectors. It is, therefore, to be hoped that the services of a Federal Inspectorate can be developed to collaborate with the States in meeting these needs.

179. The relationships established by the Federal Inspectors based in the States with their colleagues in the State Inspectorates will be of crucial importance if they are to work together harmoniously in the common task of raising educational standards. As the

Chief Inspector emphasized in discussions, they will be there to collaborate to the full with the State Ministries and Inspectors as professional educational advisers and not as watchdogs of Federal expenditures on education. Their acceptability in the States will depend on their professional expertise and skill and their sensitivity to the States' needs, and not on assumed prestige.

180. Before they take up their posts at the beginning of next academic year, they will attend a three-week seminar, devoted both to inspection practices and to subject developments. This is being organized by the Chief Federal Inspector, who will have the assistance of two retired expatriate Inspectors, with experience of inspection and curriculum development in arts and science subjects respectively.

GENERAL CONCLUSIONS

181. In each of the five States visited in the course of this study the inspection and supervision of primary schools operates against a background of rising enrolments due to a growing child population and an ever-increasing proportion of that population being given the opportunity of a basic education of six years. The proportion varies considerably from State to State, but there is a determination to equalize educational opportunity between the States and to move towards the goal of universal primary education in the country as a whole. The expansion taking place inevitably brings its problems and strains on resources of manpower and finance. There is the need for more and better school

accommodation; many schools afford a poor environment for modern methods of teaching younger children, and in the cities many are overcrowded and must work on two shifts. Books and classroom equipment are often in short supply. Many of the teachers, working often against these handicaps, still lack the personal education and the professional training necessary to give their pupils a stimulating and relevant educational experience. In these circumstances the safeguarding and improvement of educational standards in the primary schools calls for a mobilization of all available resources and agencies concerned with qualitative development - the training colleges and Institute of Education, the units responsible for curriculum development and the production of books and teaching aids for the schools, the broadcasting services, the heads of the schools and the Inspectorate.

182. Our particular concern in this study has been with the Primary Inspectorate, and as we sought to emphasize in the introduction of this paper the changing role of the Inspector shows his responsibility for giving constructive and creative advice and guidance in his visits to schools and through in-service training. But our visits and the observations we made underlined the importance of close working relationships between the Inspectorate and the other agencies of development referred to above and of careful planning of all these services both at Ministry Headquarters and in the Zones and Districts. The Inspector visiting a school must be able to rely on its having sufficient books and enough basic teaching equipment to implement any suggestions he makes

on teaching method or class organization. He should be familiar with the work of the training colleges and collaborate to the full with their staff in the guidance of young teachers and in in-service training. And he should be kept fully in the picture of what is taking place in the devising of new curricula or the use of the mass media in education. Our conclusion is that such good working cooperation does exist in many areas but is by no means universal; especially at Zonal and District levels rather more coordinated planning is needed of the services of the Primary Inspectorate with other services and agencies to assure that the schools derive the maximum benefit.

Organization of the Inspectorate

183. In four of the five States visited, although there was some variation in the organizational structure of the Ministries, the Chief Inspector of Education and his or her senior colleagues had overall responsibility for the planning and advancement of the different sectors of education in the State and combined administrative with professional functions. Only in Mid-Western State, where the Ministry had very recently been reorganized, was the Inspectorate Division under the Chief Inspector to be exclusively concerned with professional inspection and supervision of educational institutions and curriculum development. The advantages of the system to be found in the majority of the States are that the senior officers of the Inspectorate are closely involved in planning and development in both their quantitative and their qualitative aspects. The disadvantages appear to be that the Principal

Inspectors and Chief Education Officers in charge of the different sectors of education are so heavily engaged in the general administration arising from planning and development that they cannot devote as much attention as appears desirable to the planning and control of inspection activities in the field and to giving professional guidance and leadership to the whole body of the Inspectorate. Our view was that the Principal Inspector or Chief Education Office for Primary Education with whom we had most dealings, needed some relief on the administrative side, so that he could keep in close touch with the activities of the Primary Inspectorate throughout the State, supervise its training and keep under constant review the strategy of inspection and supervision and the progress of curriculum development and in-service training.

184. In the field the Inspectorate is divided into a number of Zones or Areas covering the various administrative divisions or districts in the State and each headed by a Senior Inspector. He has a dual responsibility. First, as the senior representative of the Ministry in his Zone or Area he is the chief professional adviser in the case of the Northern States to the Local Education Authorities within his area of jurisdiction, and in the case of the Southern States, such as East-Central or Western, to the Divisional School Boards. In this capacity he has a wide range of administrative, professional and representational duties to exercise on behalf of the Ministry. At the same time, he is the leader of a team of Inspectors in his Zone or Area,

who in the case of the Primary Inspectors are generally based in the divisions or districts, and he plans, coordinates and supervises their activities, vets their reports on schools and organizes the programmes of in-service training for teachers. In two of the States visited, North-Central and East-Central, a wise step had been taken to appoint to his staff inspecting officers to relieve him of some of his administrative and representational duties vis-à-vis the Authorities or the Boards and to enable him to devote more time and attention to the planning and supervision of inspection. This is certainly desirable if the optimum use is to be made of the services of the Assistant Inspectors to the schools and the teachers; and it would be beneficial if Senior Inspectors could themselves, as far as their other duties permit, take part with Assistant Inspectors in the inspection of primary schools.

185. The Assistant Inspectors, who carry the main responsibility for primary inspection, are assigned a number of schools in the districts or divisions in which they are based, and are expected to maintain close liaison with the Education Officers or Secretaries of School Boards who have the administrative responsibility for the schools. In North-Central State there was only one grade of Assistant Inspector whereas, for example, in Western State there were four grades, with consequent opportunity for promotion and additional responsibility which is very desirable in their career

standard. They are, for the most part, 'General' Inspectors, in the sense that they inspect and advise on all aspects of the schools' work though in some States some Assistant Inspectors have special responsibility for physical education, rural science and domestic science. Our conclusion is that there is a case, particularly at a time of rapid change in the content and methods of primary education, for strengthening the service that can be offered to the schools by appointing more Inspectors with specialist training and qualifications in the various subjects of the curriculum. We would suggest that such specialists should have a small assignment of schools as General Inspectors to keep them in touch with the work of the school as a whole and its' problems and to see their specialist field in the context of the whole curriculum. But they would devote a good deal of their time to assisting their colleagues with inspection visits to schools in other districts and to organizing short courses for teachers in their specialist fields and to providing curriculum materials for the schools. They would, in fact, be subject advisers covering a wider area of the State. Their number and deployment would depend on the organization of the Inspectorate in a particular State, but we would estimate that a ratio of 10 specialists to 50 General Inspectors would be about the right balance.

Staffing of the Primary Inspectorate

186. In most of the States visited there is the problem of recruiting enough men and women of the right personality and professional background to fill all the posts in the current establishment and in some the problem of retaining them long enough in the service to give it stability. In North-Central, Western and Lagos States the number of all Assistant Inspectors in post (148) falls short of the combined establishment (244) by 40 per cent. If all the posts were filled in these States the ratio of Inspectors to teachers would approximate to 1:150, which can be considered satisfactory if the schools are to be visited regularly and the teachers, many of whom are undertrained or untrained, to be given full support and help. In East-Central State the number of Assistant Inspectors needs to be increased by about 100 if a satisfactory ratio is to be achieved.

Recruitment and Training

187. Inspectors of primary schools are in the main recruited from heads or senior teachers in the primary schools or the staff of primary training colleges. Many of them are well-qualified non-graduates, i.e., they have gained a Nigerian Certificate in Education after a three-year course in an Advanced Teacher Training College following a course to the Grade II Teacher's Certificate, or they possess its equivalent. They are expected to have taught in a primary school for a minimum of five to seven years. The exception is Mid-Western State, where a decision has been taken to recruit a wholly graduate Inspectorate which will inspect both primary and secondary schools

mainly on the ground that such Inspectors were likely to command the confidence and respect of the primary teachers to a greater degree than the former non-graduate Primary Inspectors. Promotion from the Assistant Inspector grade to the grade of Inspector and above is limited by the fact that the latter must possess a university degree. A difficulty experienced particularly in North-Central State, where, as in other Northern States, there is a shortage of Nigerian graduates, is that the young Assistant Inspector with a N.C.E. is anxious to proceed to a university if he can secure entry, to increase his academic qualifications and hence his career prospects. In that State there is considerable instability in the Primary Inspectorate as many Assistant Inspectors stay only a very short time in the service before moving on to a university. It is therefore, intended to recruit in the future mainly experienced primary school Heads with a Grade II qualification rather than younger men with the N.C.E.

188. The problem of recruiting Primary Inspectors in sufficient numbers and of the right quality, in terms both of personal characteristics and professional ability and experience, is not easy to resolve. One foresees in the longer term a better educated and trained teacher entering the primary schools as more students with a full secondary education enter the training colleges and better qualified Heads in charge of the schools, from whom Inspectors will mainly be recruited. But the whole career structure of the Inspectorate needs to be considered from the point of view of the men or women who inspects primary schools. First, just as the training colleges are staffed

by both graduates and non-graduates, so the Primary Inspectorate might well be composed of both. If, as seems likely, the Nigerian Universities award a degree in primary education, particularly to those with good teaching experience in a primary school, such graduates would be likely to be valuable recruits to the Primary Inspectorate. Secondly,, it is important that there should be a ladder of promotion within the service which rewards merit and provides an incentive. Some States do provide such a ladder through posts of Senior and Higher Assistant Inspector, but not all. Perhaps a change of nomenclature to that of Primary School Inspector and the disappearance of the word 'Assistant' would help. Thirdly, liberal opportunities should be provided for him to add to his qualifications and expertise with financial recognition through attendance at a series of long-vacation courses and through correspondence.

189. At the present time something is done in most States to prepare the newly appointed Inspector for his duties by a short induction course conducted by Chief and Senior Inspectors from the Ministry and the Zones. Certain University Institutes of Education for example, at Ahmadu Bello in Zaria and at Nsukka with assistance from the British Council or Unicef, have also provided short course for Primary Inspectors on an inter-State basis. Inspectors are enabled to attend the Federal-sponsored courses at Nigerian Universities, held during vacations on developments in the primary curriculum, and several are given the opportunity to pay study-visits overseas.

All these measures to extend the professional skill and experience of the Inspector are praiseworthy and deserve to be increased, for above all, he needs to go on learning and keeping abreast of current ideas and developments in primary education, if he is to stimulate his schools and teachers. But we would think there is a good case for establishing on a national or regional basis a more substantial initial course of education and training for those appointed to inspect and supervise primary schools. The content of such a course would have to be carefully considered, but there would seem to be needed at least three main components; first, the art and techniques of inspection and supervision, including systems of evaluation, guidance and counselling, report-writing and in-service training; secondly, modern developments in primary curriculum and teaching methods; thirdly, the relationship of the Inspector to other education services. For the staffing of such a course we see the need for a partnership between the staff of an Institute of Education and senior, experienced Inspectors. Such a course might be of the 'sandwich' variety, combining formal training with field experience. It seems desirable for the newly-formed Federal Inspectorate to assist in such training. And there is much to be said for bringing together Inspectors from different States both at this inital stage of their careers and also when they have gained experience. The visitor to several States gets the impression that the Inspectorates, especially those working in the field, tend to work in some isolation from one another and would benefit from sharing ideas and experiences across State boundaries.

190. In North-Central State there was a handbook for Primary Inspectors, very recently revised at the Institute of Education, Ahmadu Bello University, for use in the Northern States, which provided very useful guidance on inspection procedures and the assessment of work in different areas of the primary curriculum. In other States there was no such handbook or manual of suggestions, though there was talk of one being produced. Though these are individual differences between States in some inspection procedures and in subjects of the curriculum, as well as in the form of inspection reports, there is a great deal of common ground. It would seem unnecessary for each State to prepare its own handbook ab initio and the Northern one might perhaps be used, with any necessary adaptations, in other States.

Functions and Activities

191. A study of the various duties assigned to the Primary Inspectors, derived from lists supplied by Chief Inspectors and from discussions with groups of Inspectors and their answers to questionnaires, suggests that they often have to spend an undue proportion of their time on routine tasks of an administrative nature. In consequence, they are less able to fulfil their proper professional functions in the classroom with the children and with teachers, observing, assessing and giving useful and constructive advice and help, and in working with teachers on courses, seminars and workshops. It is appreciated that in the restructuring of educational administration that has taken place in many States in recent years there are still weaknesses

in the staffing of the local administration and management of the schools, which imposed added responsibilities on the Inspectorate. But it is desirable that they should be relieved as far as possible from tasks which reduce the impact they might make on the quality of the work in the schools, and which could be more usefully performed by administrative education officers.

Planning and Control of Inspection

192. The overall planning and coordination of the day-to-day work of the Primary Inspecorate is the responsibility of the Zonal or Area Inspector and the Inspectors are required to submit to him for approval, usually monthly, programmes of their activities and returns of work carried out. He also is expected to scrutinize written reports before they are issued. It proved difficult to obtain at the various offices visited up-to-date records of the number and type of inspections carried out, and only in Lagos State Ministry were such detailed schedules of inspection-visits available. While, clearly, the individual Inspector should have a good deal of freedom to plan his programme in accordance with the needs of the schools and teachers assigned to him, which he should know best, it is important that the Heads of the Inspectorate at Ministry Headquarters and Senior Inspectors in the Zones should keep themselves fully informed of what might be termed the "state of inspection' in the various parts of the State and be in a position to deploy the services of the field staff in the most effective manner. It is also important that they should be in a position to plan and control a general strategy of inspection and supervision for the guidance

of the field staff. For example, it might be desirable at certain times and in certain places to concentrate on a particular type of inspection visit or to carry out through the Primary Inspectorate a study of particular educational problems through the sampling of a number of primary schools in order to produce a composite report which would be helpful in formulating policies and determining priorities.

Modes of Inspection

193. There are naturally different types of inspection and inspector-visits. The traditional type is the full inspection, usually announced to the school in advance, carried out by one or more Inspectors according to the size of the school and varying in the length of time spent on it. This is usually a very thorough exercise, covering every aspect of the school's work, life and material conditions and followed by a written report, in some States following a pro-forma, in others written at the discretion of the reporting Inspector, though usually following certain guidelines. There is the shorter, routine inspection-visit, which may be followed by a report, but which may be of a more advisory nature and rather less judicial than the full inspection. There is also the 'brief' visit, which may be concerned with one of the administrative tasks referred to in the list of the Inspector's duties. Discussions with Inspectors and the Heads of primary schools, and their replies to questionaires elicited some differences in viewpoint on the relative value of the different types of inspection to the school and to the Inspector. It would perhaps be fair to conclude that the Heads of the schools

must appreciate the visit when the Inspector could spend a good deal of time in observation of work and particularly in discussion with the class teachers about their teaching methods. Clearly the advisory role of the Inspector, referred to in the Introduction of this paper, was regarded as especially valuable; though it was fully admitted that the Inspector's visit helped to keep the slack teacher 'up to the mark'. Our own conclusion is that the Inspector should be able to pay at least two thorough 'routine' visits to all his schools each year, concentrating particularly on class work, and that a full inspection should be carried out once in three years.

Reporting

194. A number of inspection reports of different kinds were kindly made available during our visits to the States. Some of these, especially those following a full inspection, were very comprehensive in nature and gave a careful assessment of the work of the various classes and teachers and also of the physical conditions. Others, particularly those written on a pro-forma, tended to be somewhat perfunctory in assessment and recommendations. It is perhaps hazardous to generalize from the small sample seen,

but a summary impression was that more emphasis might have been laid on constructive suggestions for development in methods of teaching and learning. There was certainly plenty of evidence that the Inspectors' reports did lead to action on the part of Local Education Authorities or Divisional School Boards by way of improvements in staffing, accommodation and equipment. On the other hand, many Inspectors referred to difficulties of ensuring that recommendations involving expenditure were carried out, because financial allocations to School Boards were strictly controlled by the State Board and the Ministry. There was also not infrequent criticism from Inspectors that reports requiring action were held up in the offices of the Ministry or the managing authority.

In-Service Training of Teachers

195. One of the most valuable functions of the Inspector is the part he plays in the in-service training of teachers. In several of the States a good deal of emphasis was being placed on this function and we had the opportunity both of attending and learning about various types of courses, seminars and workshops in which the Primary Inspectors were participating. A good deal of responsibility lies with the Zonal or Area Inspector for drawing up programmes of 'refresher' courses of different kinds and using the resources of his team of Inspectors and there was some variation in the way this was done. A useful "strategy" observed was for the Principal Inspector for Primary Education at Ministry Headquarters, in cooperation sometimes with an agency such as Unicef to arrange a 'seminal' course at the centre on a particular subject of the primary curriculum for Inspectors, training college staff

and heads of schools, and for the members of this course, in their turn, to arrange courses for teachers in their areas. Particularly important were the courses held for the Heads of primary schools in school organization and supervision. Good cooperation seems to exist between the Inspectorate and the staff of teacher training colleges in the organization and conduct of in-service courses and in the supervision of young teachers in the probationary period. The creation of Teachers' In-Service and Curriculum Centres, as envisaged in North-Central State, which provided a focal point for discussion, lecture-demonstrations, the display of pupils' work and the making of curriculum materials, could do much to increase the responsibility of the teaching force for its own professional development. The Inspectorate and the staff of training colleges could provide valuable assistance in their operation.

Curriculum Development

196. The process of reform of the primary school curriculum, given its impetus by the National Curriculum Conferences held in recent years, and greatly assisted by the work undertaken in syllabus construction and in-service training in the Institutes of Education of some Nigerian Universities, has gone much further in some States than in others. The number of schools in the six Northern States associated with the reforms being carried out under the Unlesco/Unicef project at the Institute of Education, Ahmadu Bello University is being increased and more 'Mobile Teacher Trainers' appointed to guide its implementation. But its extension to all the primary schools in these States will require very considerable financial outlay as a massive programme of retraining

of teachers and indeed of Primary Inspectors. In Lagos State a new curriculum has reached the fourth grade of the primary schools and the University of Lagos has cooperated closely with the State Ministry in retraining the teachers for this. It seemed to the visitor that progress would be more even if there were closer liaison between the States in the adoption of new syllabuses in subjects in which, there was not likely to be much variation between States in syllabus-content, as for example in English, mathematics and science, while allowing for variation in subjects such as social studies, indigenous languages and creative arts where particular social or cultural traditions play a bigger part. The Primary Inspectors have a large measure of responsibility for helping the teachers to introduce new content and teaching methods, and for assisting in evaluation and providing feedback to the various curriculum committees which have produced the syllabuses. It is therefore essential that they should be thoroughly versed in the principles underlying the new programmes - for example the teaching of English as a second language and modern mathematics - if they are to intrepret them in the schools and do more than check that the teacher is following instructions embodied in a teachers' guide.

Books, Teaching Aids, Mass Media

196. Though the supply of textbooks and teaching aid to the Schools is the responsibility of the local Education Authorities or Divisional School Boards or the Voluntary Agencies, where these still manage the schools, the Inspectorate is expected to give

professional advice on these matters both to the authorities and to the teachers. It was evident from the visits we were able to make to some primary schools and from discussions with Inspectors and teachers that many schools still lack the books and equipment needed if the child is to be stimulated to take a more active part in his learning and his interests are to be aroused. The essential books and basic equipment must be made available, but the resourceful teacher, helped by a resourceful Inspector, can do a good deal to enrich the pupils' work by making simple equipment from local materials and by making full use of the schools' environment. Particular emphasis, therefore, needs to be placed both in the in-service training of teachers and in in-service training courses for Inspectors, on activities which will develop creative skill and resourcefulness in art, crafts and the making of simple science apparatus and indeed in writing poems, plays and stories.

197. Where possible, visits were paid to the Audio-Visual and Broadcasting units associated with the Ministries of Education to gain some impression of the use being made of their services in the development of primary education and the assistance given by the Inspectorate. In general, there seemed to be a need for extending the number and type of radio programmes for younger children, and for involving the field Inspectorate more fully in evaluating the use made of the media in the schools and providing regular feedback.

Conditions of working

198. Lack of transport, especially four-wheel drive vehicles in difficult terrain, or inadequate funds for maintenance and mileage often prevent the Inspectors, especially those in such areas, from carrying out their inspection programmes. Throughout this paper stress has been laid on the need for regular visiting of all schools. It is therefore hoped that everything possible can be done to improve transport facilities in Zonal and District Offices so that programmes can be carried out and the Inspector enabled to visit all his schools and not merely those relatively easy of access. Similarly, to judge from many of the Inspectorate offices seen, there is a need for more comimodious office accommodation and better facilities for typing, filing and reproduction so that the Inspector can get through his necessary office work more expeditiously and efficiently. While in some offices a library of educational books and journals was provided for the use of Inspectors this was far from universal. If they are to be encouraged to keep up their own reading and study they must have access to books; and, as in Lagos State, the Heads of the Inspectorate can do much to stimulate the interest of the field staff in educational developments by recommending books and articles, and by issuing regular circular letters and bulletins of information.